



SUSTAINING THE AMBITION

Delivering Change

AGENDA FOR HUMANITY ANNUAL SYNTHESIS REPORT 2019





**AGENDA
FOR HUMANITY**
5 CORE RESPONSIBILITIES
24 TRANSFORMATIONS

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Cover photo: Local primary schoolchildren in North Kivu. The first six months of 2018 were difficult for millions of Congolese, marked by violence, disease, food insecurity and pressure on host communities. Democratic Republic of the Congo. OCHA/Tommaso Ripani

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EXECUTIVE SUMMARY

Key messages

In the third year of reporting since the World Humanitarian Summit, **117 stakeholders** reported on their efforts to implement their commitments to the Agenda for Humanity. This is the final Annual Synthesis Report.

CORE RESPONSIBILITY 1 Prevent and End Conflict



- Policy and institutional reforms have propelled a shift towards conflict prevention.
- Stakeholders have developed internal systems for preparedness and early warning while building new expertise and capacity.

CORE RESPONSIBILITY 2 Respect the Rules of War



- The state of protection of civilians in conflicts remains bleak.
- There is considerable scope for practical measures to improve compliance with international humanitarian law.

CORE RESPONSIBILITY 3 Leave No One Behind



- The longer-term needs of refugees are being more comprehensively addressed, but progress on internal displacement lags behind.
- Normative commitments on gender equality and on the inclusion of persons with disabilities in humanitarian action have been made. These now need to be matched by funding and programming.

CORE RESPONSIBILITY 4 Work Differently to End Need



- The participation and leadership of national and local organizations has increased, and governments have strengthened their capacities to predict, prepare for and manage disaster risk.
- Yet, much remains to be done to create a more balanced and equal relationship between international, national and local responders.
- Efforts to collaborate better across the humanitarian, development and peace pillars have been re-energized, with stakeholders working to operationalize coherent programming in varied contexts.

CORE RESPONSIBILITY 5 Invest in Humanity

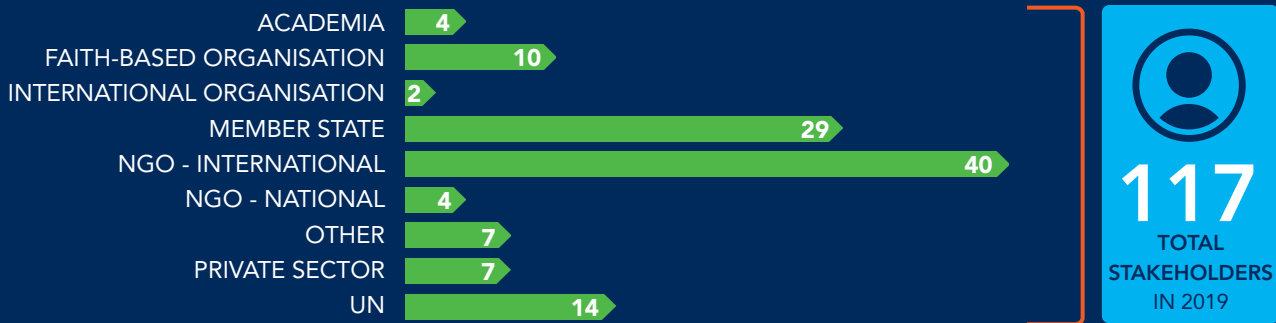


- Updated technologies have improved operational efficiencies. Stakeholders have also improved the transparency of funding and spending by using standards.
- Despite the generosity of donors, the funding gap remains.

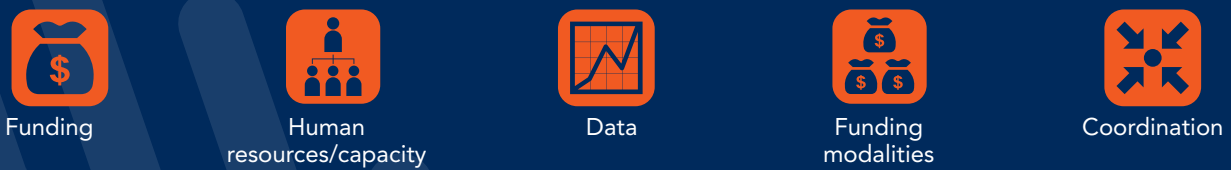
Sustaining the ambition – delivering change:

- Stakeholders must not lose sight of the broader ambitions for the Summit to reshape the ways in which the international community engages in humanitarian action.
- Stakeholders must drive forward operational solutions while adapting to different contexts and bridging the gap between policy and practice.
- A diverse, inclusive, bottom-up approach will be paramount to maintaining momentum and driving forward an agenda for change.

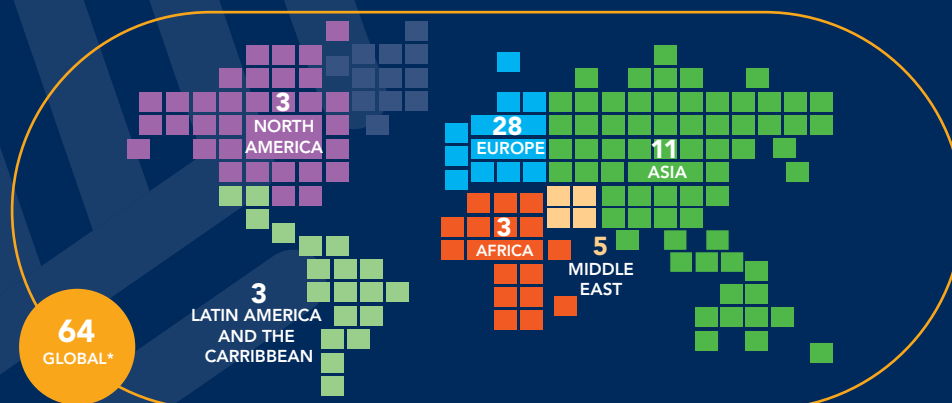
Stakeholders who reported through PACT, 2019



Top five challenges reported that impeded progress, 2019

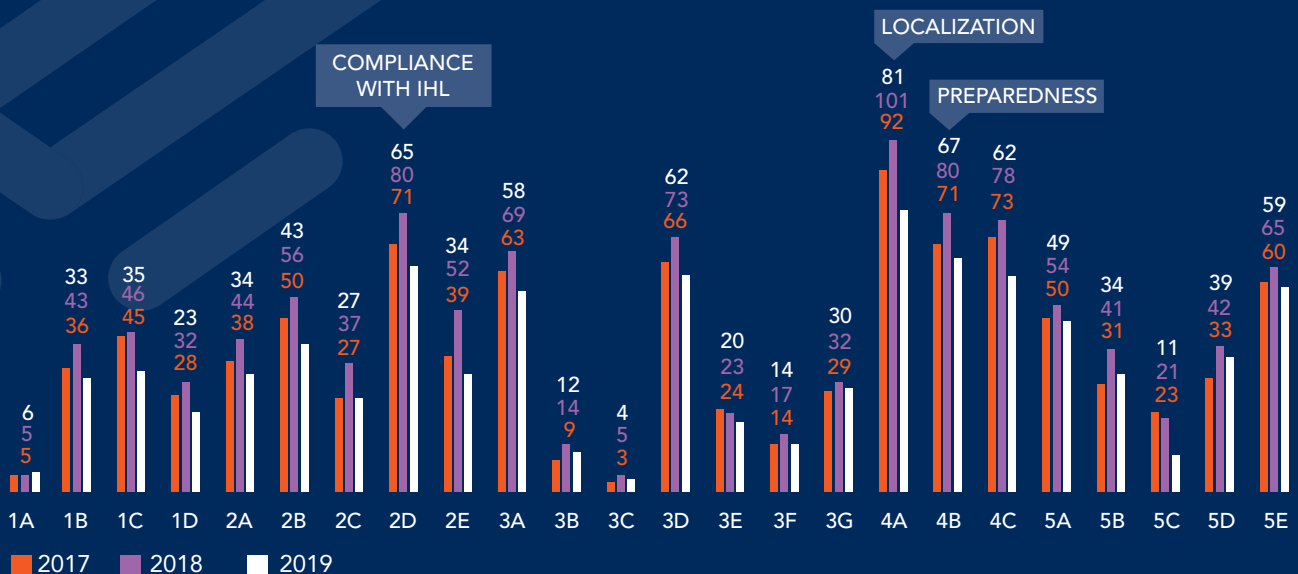


Region of operation of stakeholders who reported in 2019



*Global denotes an organization with multiple headquarters or chapters.

Stakeholder reporting by transformation, 2017, 2018 and 2019*



*Year denotes when stakeholders submitted their reports rather than when activities took place.



SUSTAINING THE AMBITION

EXECUTIVE SUMMARY

At the World Humanitarian Summit (WHS), Member States, humanitarian organizations, civil society, private sector partners and crisis-affected communities came together to launch an agenda for change. Together, they made more than 3,000 commitments to alleviate suffering, reduce risk and lessen vulnerability to the impacts of conflicts, natural disasters and climate change. These commitments were aligned with the five Core Responsibilities and twenty-four Transformations of the Agenda for Humanity – a bold agenda for change proposed by the United Nations Secretary-General, based on extensive consultations held around the world.

Following the Summit, stakeholders were invited to self-report on the implementation of their commitments. Over the past three years, hundreds of stakeholders have documented their achievements on the online Platform for Action, Commitments and Transformation (PACT, available at www.agendaforhumanity.org), creating an invaluable record of progress, experiences and lessons learned.

The Report of the Secretary-General on the outcomes of the World Humanitarian Summit (A/71/353) established PACT for a period of three to five years. 2019 – the third year of reporting since the Summit – will be the final year of self-reporting. In 2020, the follow-up process to the Summit will conclude. No further reporting on commitments made during the Summit will be expected. PACT will continue to be public and will become an online archive, housing all the data and reporting on commitments as well as material from the WHS. While significant progress has been achieved in the years since the Summit, systemic change still needs to be supported. To realize this global vision and improve humanitarian aid, stakeholders are encouraged to continue implementing their commitments under the Agenda for Humanity, even if they no longer report on them.

Achievements and challenges in 2018

In the third year of reporting since the WHS, 117 stakeholders reported on their efforts (between January and December 2018) to implement their commitments to the Agenda for Humanity. The achievements reported by a diverse body of stakeholders demonstrate the strength of their continuing commitment to the changes called for by the five Core Responsibilities, as well as contribute to the broader work of the humanitarian community to bring people in crises closer to the promise of the Sustainable Development Goals.



CORE RESPONSIBILITY ONE Prevent and End Conflict

A boy stands in a building targeted by air strikes in Aden, Yemen.

OCHA/Giles Clark

In 2018, stakeholders consolidated their support for a multilateral system geared towards preventing conflicts and sustaining peace. Member States provided funding to multilateral instruments for peacebuilding, stabilization and mediation, strengthening the international community's capacity to act flexibly and rapidly to prevent, respond to and resolve conflicts. Stakeholders developed policy, implemented programmes and shared experiences on working to address root causes. In fragile and conflict-affected areas, they worked to improve coherence between humanitarian, development and peacebuilding approaches, and to ensure that women, youth and civil society were meaningfully engaged in efforts to build resilient and peaceful societies. Nonetheless, the lack of predictable and sustained financing for conflict prevention continues to slow progress and limit investment in new approaches, as does the lack of quality data upon which to make evidence-based decisions. Stakeholders also emphasized the need for approaches developed from the bottom-up that include and build on the strengths of women, youth and civil society.

In the three years since the WHS, the international community's focus on conflict prevention has increased, and reporting indicates a palpable shift from a reactive to a preventive approach to conflicts. Spurred by the leadership of the United Nations Secretary-General, Member States and organizations are shifting policies and reforming institutions to deliver this change. More stakeholders are monitoring and proactively responding to early warning signs of conflict, and the capacity of the international community to engage in conflict prevention is improving. As part of a growing impetus for inclusive, people-centred action, stakeholders have taken practical steps to empower women as peacebuilders, mediators, peacekeepers and civil society leaders.



CORE RESPONSIBILITY TWO Respect the Rules of War

Increasing hostilities are driving large-scale displacements. In Pulka, the town sometimes receives up to 150 new daily arrivals, stretching scarce resources. Nigeria.

OCHA/Yasmina Guerda

Parties to armed conflict continue to disregard international humanitarian and human rights law, with devastating impacts on the lives and well-being of civilians. Stakeholders who reported in 2018, engaged mainly in diplomatic and advocacy efforts to remind parties of their obligations to respect the rules of war, as well as supporting measures to end impunity – namely, the International Criminal Court and international investigative and evidence-gathering mechanisms. A handful of stakeholders took practical measures to increase respect for international humanitarian law, including monitoring situations of conflict, documenting violations, providing training on the rules of war, and researching and sharing best practices.

However, there is still a pervasive lack of accountability for violations, sustained by a shortage of political will, limited funding and the paucity of data and evidence to drive decision-making. On a national level, the absence of national frameworks or authorities for protecting civilians – or the limited capacities of such authorities – impedes the protection of civilians and civilian objects, as do certain State practices such as counter-terrorism measures and unrestricted arms transfers. Lack of funding, challenging operational conditions, limited access and security concerns also remain serious practical barriers to protecting civilians or gathering evidence of violations.

Despite the concerted efforts of a committed group of stakeholders, the challenges to improving compliance with international humanitarian and human rights law have not changed since the WHS, and the state of civilian protection remains bleak. However, there is considerable scope for concrete improvements in the promotion and implementation of the law, and the practical actions reported by stakeholders provide evidence of what can be done – a foundation upon which the international community can build in years to come.

CORE RESPONSIBILITY THREE

Leave No One Behind

In the three years since the WHS, there has been significant normative progress in ensuring that humanitarian action meets the needs and upholds the rights of the most vulnerable people in crises, including forcibly displaced people, migrants, stateless people, women and girls, children, youth, and persons with disabilities. However, despite concrete progress in addressing the needs of refugees, durable solutions for internally displaced persons are still lacking. In addition, operationalizing commitments on gender equality and the empowerment of women and girls, and including the most marginalized in humanitarian action, still lags behind normative progress.

Building on the momentum of the 2016 New York Declaration for Refugees and Migrants, the international community adopted (in December 2018) the Global Compact for Refugees and the Global Compact for Safe, Orderly and Regular Migration. In line with these global commitments, stakeholders who reported under Core Responsibility Three continued to provide comprehensive support for refugees, working with development partners to deliver more predictable funding and programming to meet both short- and longer-term needs. Efforts to improve data and analysis, particularly on internal displacement, also gained traction. Nonetheless, despite an increase in collective advocacy to mark the 20th anniversary of the Guiding Principles on Internal Displacement, global attention and collective action to reduce and address internal displacement has continued to lag behind. Developing risk mitigation strategies and solutions for cross-border displacement in the context of disasters and climate change also remains a critical gap.

In 2018, new high-level commitments to gender equality were adopted – including the G7 Whistler Declaration on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action – and the humanitarian community continued to increase its capacity to deliver gender equality programming in emergencies. The Inter-Agency Standing Committee

Minova was established spontaneously when hundreds of families fled violence in Goma in 2007. It became an official site in 2012 now hosts 287 families. Democratic Republic of the Congo.

OCHA/Eve Sabbagh





Displaced women in Dar Pai camp, which is home to more than 8,000 people. Myanmar.

OCHA/Htet Htet

rolled out its Policy (and Accountability Framework) on Gender Equality and the Empowerment of Women and Girls. Some stakeholders reported taking measures to advance gender parity and promote women's leadership within humanitarian organizations. A core group of committed stakeholders also stepped up funding and political advocacy for sexual and reproductive health rights and services in emergencies. However, funding and targeted programming for gender equality still lag behind normative commitments, and efforts to advance gender equality, mainstream gender, and mitigate, prevent and end gender-based violence remain under-prioritized and under-funded in humanitarian response. Similarly, efforts to empower women as decision makers are still limited.

Efforts to advance commitments to including persons with disabilities in humanitarian action continued in 2018. In July, the first Global Disability Summit was held and, in December, the UN Security Council held its first-ever discussion on issues facing persons with disabilities in armed conflict. Stakeholders also continued to mobilize awareness, political action and resources for education in emergencies, and to involve young people in humanitarian action and empower them as agents of change. However, in many cases, efforts to include marginalized groups remain on paper only. Continued improvements to humanitarian analysis, planning, response and monitoring are needed to ensure that commitments to inclusion become an operational reality. In addition, a lack of understanding of the intersectional nature of vulnerability, and the limited attention to other marginalized groups – including those who are persecuted on the basis of their sexual orientation or gender identity – remain persistent gaps that the humanitarian community must address.

CORE RESPONSIBILITY FOUR AND FIVE

Work Differently to End Need and Invest in Humanity

Three years after the WHS, the humanitarian community has largely embraced the shift towards working more closely with development and other actors, and made efforts to operationalize the profound changes that this requires. The participation and leadership of national and local humanitarian responders in humanitarian coordination has increased, and more international organizations are taking on roles as enablers and supporters of national systems, capacities and resilience. National governments have strengthened their capacities to predict, prepare for and manage disaster risk, and to build resilience to the impact of climate change. Humanitarian and development work, once seen as a linear continuum, is increasingly recognized as a complex spectrum of overlapping vulnerabilities and needs, and stakeholders have generated an important body of experiences and lessons learned in operationalizing more joined-up programming. Needless to say, such efforts are still in their early stages. To bring about system-wide change, the policies, experiences and lessons learned over the past three years will need to be expanded beyond pilot approaches.

In 2018, the humanitarian community continued its efforts to reduce barriers to locally and nationally led response efforts – for example, by ensuring that local and national organizations hold more leadership roles in humanitarian coordination. Donors directed funding towards pooled funds that can be accessed by national and local partners, while other international stakeholders supported the capacity-building of national and local responders, and created more equitable partnerships. However, despite a broad acceptance that a more balanced and equal relationship is needed between international and national and local responders, there is still a disconnect between the discourse at global level and the implementation of commitments at operational level, where demanding conditions and the short-term and inflexible nature of funding limit progress.

Due to water scarcity in Pulka, children walk long distances from the camps and the town to collect water from a nearby earth dam. Nigeria.

OCHA/Yasmina
Guerda



Meanwhile, in 2018, governments in countries prone to natural disasters and vulnerable to the impact of climate change continued to strengthen their national capacities to prepare for, reduce and manage disaster risk, and build resilience. Early warning systems were used to anticipate crises and trigger forecast-based financing, mitigating the impacts of disasters and helping to prevent suffering. Regional and global initiatives were launched to improve data and analysis, and facilitate knowledge-sharing. Nonetheless, global investment in disaster risk reduction and preparedness is still limited, and financial risk aversion has held back the scaling up of early action approaches.

In protracted and recurrent crises, humanitarian and development organizations continued to align their work around collective outcomes, aiming to reduce risk, vulnerability and, ultimately, humanitarian needs. With the addition of peacebuilding as the third pillar of humanitarian, development and peace collaboration in 2018, stakeholders focused on operationalizing coherent programming in a variety of contexts. These efforts generated valuable best practices and lessons learned for future humanitarian, development and peace collaboration. Recent experience shows that successfully defining and operationalizing collective outcomes at country-level is based on rigorous assessment and decisive leadership, joint analysis, joined-up programming and planning, as well as strategically aligned and sequenced multi-year financing.

To make limited financial resources go further, stakeholders also took steps to increase operational efficiencies by updating technologies and introducing new tools, and by streamlining processes both internally and in partnership with others. Stakeholders also continued to improve the transparency of humanitarian funding and spending. However, despite the increasing generosity of donors, the gap between humanitarian funding requirements and the resources available to meet them remains substantial, and progress to diversify the humanitarian resource base has been slow.



Local Yemeni boys pose before playing football on the beach in Aden, Yemen.

OCHA/Giles Clark

Achieving the transformation

In the three years since the WHS, humanitarian needs around the world have continued to increase, reaching the highest levels in decades. For millions of crisis-affected people around the world, the ambition of the Agenda for Humanity to reduce suffering remains as critical as ever.

The change agenda launched at the Summit was broad and far-reaching, and stakeholders have made remarkable progress in a relatively short period of time. As individual progress reporting against commitments concludes, stakeholders must continue to engage with one another to consolidate the gains made thus far, and maintain momentum towards the wider ambitions set out by the Agenda for Humanity. Turning normative and policy commitments into tangible change for affected people and moving beyond a pilot mentality remains a challenge across nearly all Core Responsibilities; the risk that differences in approaches will lead to fragmentation remains high. Only sustained collective action will result in tangible progress in alleviating suffering, reducing risk and lessening vulnerability to humanitarian crises.

Each chapter of this report provides recommendations for practical actions to take forward the Core Responsibilities and Transformations of the Agenda for Humanity. To sustain the momentum towards systemic change, stakeholders should:

- **Maintain the ambition for structural change:** As work to implement commitments necessarily becomes more granular, stakeholders must not lose sight of the bolder ambitions of the WHS to reshape the way the international community delivers for people caught up in, or at risk of, humanitarian crises. Stakeholders must remain engaged with another, working collaboratively to overcome persistent and structural barriers to change, and ensure that the implementation of commitments leads to sustainable and systemic reforms.
- **Drive forward operational solutions:** In the short time since the Summit, normative and policy changes have laid the groundwork for change. Stakeholders must continue to focus their efforts on closing the gap between policy and practice and adapting to different contextual realities on the ground.
- **Engage diverse stakeholders in inclusive change:** Efforts to deliver on commitments, both globally and at country level, must continue to involve a diverse range of stakeholders from national and local responders, civil society, women- and youth-led organizations, organizations of persons with disabilities, the private sector, academia, and affected communities themselves. Inclusive, bottom-up approaches to implementing commitments at community and country level are essential for driving the change agenda forward.
- **Strengthen the measurability of change:** Looking beyond self-reporting, stakeholders must continue to engage one another on key questions for the future – including on how to strengthen the measurability of achievements and progress. The ‘assessing progress’ boxes at the end of each chapter of this report provide some initial insights into the existing processes and tools that could be used to assess collective progress and evaluate the success of the international community in delivering the changes called for by the Agenda for Humanity.





ABOUT THIS REPORT

Photo on previous page:

Falta (63), suffers from relentless migraines: “When the men came, more than 2 years ago, they killed my two elder boys. The pain never goes away now.” She participated in a WHO-supported mental health outreach consultation

OCHA/Yasmina Guerda

In May 2016, the World Humanitarian Summit (WHS) took place in Istanbul, Turkey. More than 9,000 participants from 180 countries rallied behind the Agenda for Humanity, a five-part plan to alleviate suffering, reduce risk and lessen vulnerability on a global scale. At the Summit, stakeholders made more than 3,500 commitments to action and launched more than a dozen new partnerships and initiatives to bring about the changes called for in the Agenda for Humanity. The online Platform for Action, Commitments and Transformation (PACT – www.agendaforhumanity.org) hosts these commitments, serving as a hub to track progress and change.

This report is the third, and final, Annual Synthesis Report on the implementation of commitments made towards the Agenda for Humanity. It reflects the achievements of 117 stakeholders, and the challenges they faced, in their progress towards these commitments between January and December 2018. It was prepared by the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) on behalf of all stakeholders with an interest in humanitarian action, as instructed by the Secretary-General in his Report on the Outcomes of the World Humanitarian Summit (A/71/353). The Annual Synthesis Report aims to identify trends in progress, while shedding light on common challenges and identifying gaps and opportunities to drive change forward. Diverse examples of actions and strategies allow stakeholders to learn from the experiences and practices of others in a spirit of collective progress.

This year, the report features new visuals at the beginning of each chapter to offer a quick overview of key messages and recommendations. Each section of the report also features a new ‘Assessing the progress’ box, which explores indicators and methodologies that could be used in future to measure the rate of progress for each transformation.

The Agenda for Humanity

The Agenda for Humanity is the result of a three-year consultation process, engaging more than 23,000 people in over 150 countries. The Agenda sets out five Core Responsibilities, the broad changes needed to alleviate suffering, reduce risk and lessen vulnerability. Underpinning each are strategic transformations that outline the actions needed to make it a reality. Together, the five Core Responsibilities and 24 transformations create an agenda for change that places humanity—people’s safety, dignity and the right to thrive—at the heart of global decision-making.

The report’s four chapters correspond to the first four Core Responsibilities of the Agenda for Humanity. Because of the cross-cutting nature of Core Responsibility Five: Invest in Humanity, achievements are covered under the corresponding transformations of the Core Responsibilities they support.¹

This report is based exclusively on inputs to PACT through the 2018 self-reporting process. It does not represent an official position of the United Nations or any particular stakeholder, but presents a picture of collective progress, gaps and challenges. With a scope limited to the voluntary inputs of stakeholders, the report does not attempt to provide an exhaustive picture nor represent the viewpoints of those who did not participate. Furthermore, the report does not monitor or evaluate individual stakeholders’ achievements against commitments, and in the absence of a broader results framework, it does not try to assess the extent to which achievements are delivering the expected results or having an impact on the ground.

Finally, as with any process of aggregation, many rich and diverse stakeholder achievements could not be included in the final document. Readers are strongly encouraged to visit www.agendaforhumanity.org and read the stakeholder reports, which can be searched by Core Responsibility and transformation, type and region of stakeholder, and thematic keywords. Readers will also find interactive data visualizations on www.agendaforhumanity.org that depict reporting trends since the World Humanitarian Summit. The self-reports demonstrate the commitment of stakeholders to deliver on the changes called for in the Agenda for Humanity, and serve as a tribute to the extraordinary efforts by humanitarian organizations around the world as they strive to improve the lives of millions of people at risk of or affected by humanitarian crises.

Methodology

Stakeholders were invited to submit reports according to the transformations in the Agenda for Humanity to which their individual, joint or core commitments correspond, and to report on initiatives. These inputs were analysed by Core Responsibility or transformation, although data that concerned multiple transformations were analysed accordingly. Each chapter or subsection was also peer-reviewed by relevant partners and technical experts to validate the overall findings and gather perspectives for the sections on Assessing Progress. Occasionally, these consultations also led to the inclusion of achievements not covered in the original stakeholder reports. The

Core Responsibility 1
Prevent and End Conflict

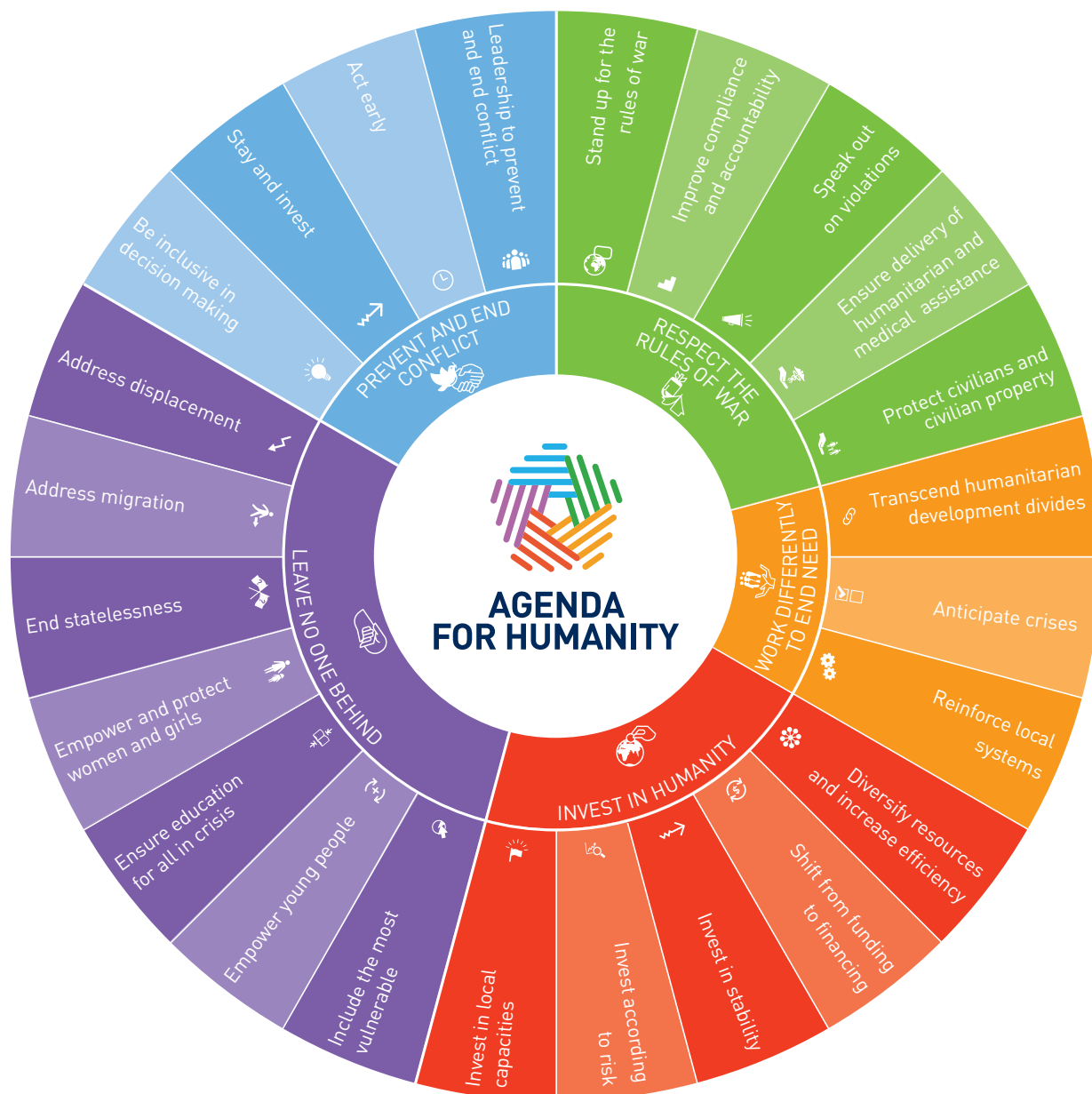
Core Responsibility 2
Respect the Rules of War

Core Responsibility 3
Leave No One Behind

Core Responsibility 4
Work Differently to End Need

Core Responsibility 5
Invest in Humanity

¹ Invest in Stability (Transformation 5C) is covered under Core Responsibility One: Prevent and End Conflict, while Transformations 5A, 5B, 5D and 5E are covered under Core Responsibility Four: Work Differently to End Need.



AGENDA FOR HUMANITY: CORE RESPONSIBILITIES AND TRANSFORMATIONS

Annual Synthesis report also draws on findings from other reporting processes, including those of the Grand Bargain, the Core Humanitarian Standard Verification Process and the Charter for Change. In parallel to the analysis conducted for this report, a range of partners carried out independent analyses of some transformations or themes, producing analytical papers of their findings and recommendations.² When available, these papers were used to cross-check the initial analysis and compare findings.

Constraints to the methodology included word limits on stakeholder inputs, limited human resources for analysis, insufficient capacity to include inputs from attachments, and the possibility of inadvertent bias on the part those classifying or analysing the data. The under-

representation of Member States and other stakeholders from the Global South in PACT reporting also made it difficult to provide complete analysis on some issues, and analysis may overly reflect the views of stakeholders who chose to report. It should also be noted that no independent verification of reporting was possible, and that this document assumes that stakeholders have accurately reported actions.

Unless otherwise noted, all the photographs in this report showcase crises from 2018. A glossary is included at the end of this document with the names of all United Nations entities mentioned in this document.

² The partner papers are available at: <https://www.agendaforhumanity.org/resources/major-reports#annual-synthesis-reports-2019>



CHAPTER ONE

POLITICAL LEADERSHIP TO PREVENT AND END CONFLICT





CHAPTER ONE

POLITICAL LEADERSHIP TO PREVENT AND END CONFLICTS

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More than 950,000 people are severely food insecure in Burkina Faso. Insecurity has worsened the effects of drought in the north.

OCHA/Otto Bakano

The World Humanitarian Summit took place at a time of heightened humanitarian need, driven largely by armed conflict and complex emergencies. Since the Summit, the number of people in need has continued to grow: from 77.9 million in 2015 to 131.7 million at the beginning of 2019.

The Agenda for Humanity reaffirmed the critical need for collective action to end the immense suffering caused by conflicts and violence. Despite the urgency of this call to action, only 8 per cent of commitments to the Agenda for Humanity went towards achieving the four transformations of Core Responsibility One. As a result, this core responsibility consistently received the fewest self-reports.

The Agenda for Humanity called for five transformations to prevent and end conflict and invest in stability:

1A: Leadership to prevent and end violent conflict

1B: Act early

1C: Stay and invest

1D: Be inclusive in decision-making

5C: Invest in stability

Summary of progress and challenges

Forty-three stakeholders submitted reports for 2018 against one or more of the transformations under Core Responsibility One, and 11 stakeholders reported against the related Transformation 5C: Invest in Stability.

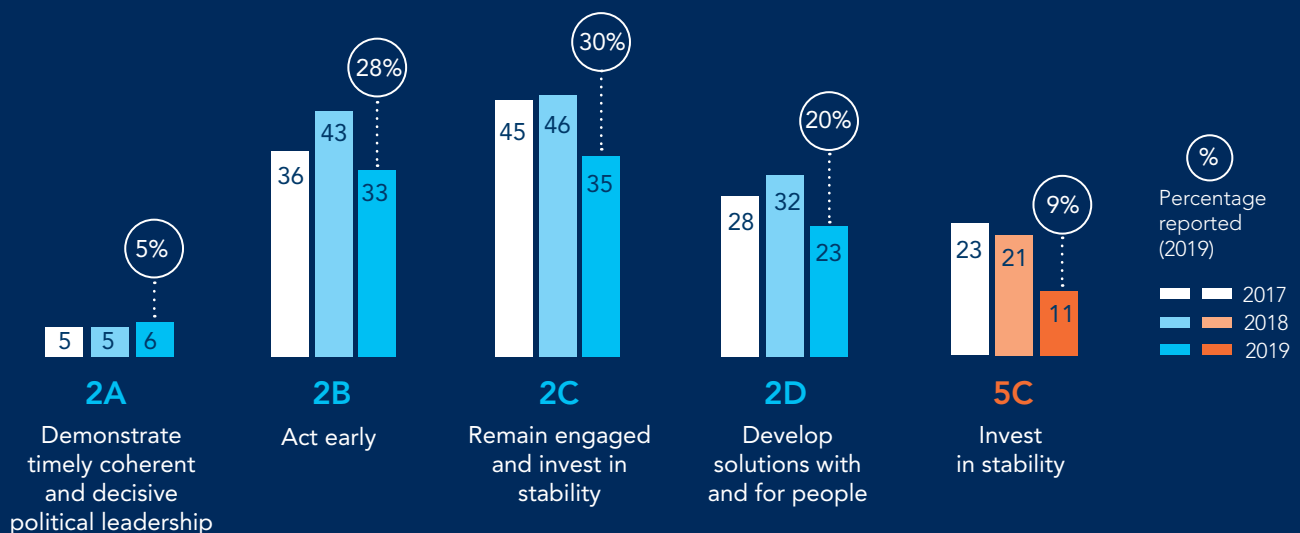
Key takeaways

There is a growing emphasis on strategic policy and institutional reforms, shifting the focus towards preventing, rather than responding to, conflicts.

Stakeholders are taking practical steps to empower women to work as peacebuilders, mediators, peacekeepers and supporting women-led civil society organizations.

There are persistent challenges: lack of predictable financing for prevention, little flexibility to work across humanitarian, development and peace pillars and limited engagement of civil society organizations and marginalized groups.

Reporting by transformation 2017-2019



Stakeholders

Forty-three stakeholders submitted reports for 2018 against one or more of the transformations under Core Responsibility One, and 11 stakeholders reported against the related Transformation 5C: Invest in Stability.

Progress in 2018

Member States demonstrated strong support for a multilateral approach – including investments in multilateral funds and instruments – to strengthen the international community's capacity to prevent and respond to conflicts and sustain peace. At an institutional level, stakeholders developed policy and guidance, and shared experiences to enhance global capacity for addressing the root causes of conflicts. Many engaged proactively in fragile situations, supporting conflict prevention programmes and responding to early warning signs. In active conflicts, stakeholders worked to improve coherence across the humanitarian, development and peace pillars to ensure a more integrated response. Stakeholders also took steps to increase the meaningful participation of women in peace and stabilization processes, and to engage civil society, faith communities and youth as key partners in building peaceful, resilient societies.

A comparison with the achievements reported in 2016 indicates a shift in approach. First, while earlier reports focused on developing tools and analysis to complement existing ways of working, there is now a growing emphasis on strategic policy and institutional reforms, shifting the focus towards preventing (rather than responding to) conflicts. In line with the UN Secretary-General's emphasis on prevention, stakeholders reported on efforts and investments at a variety of levels to bring about this change. Second, stakeholders are taking practical steps to empower women to work as peacebuilders, mediators, peacekeepers and civil society actors, helping to ensure gender-informed approaches to conflict prevention and response, and sustaining peace. This is part of a growing impetus for inclusive, people-centred action; although, as yet, there is less reporting on practical action to include civil society organizations (CSOs), youth and other under-represented groups. Third, in active conflicts, reporting reflects the growing momentum to improve coherence across the humanitarian, development and peace pillars; although the operationalization of these approaches has yet to catch up with the discourse. Finally, more stakeholders are monitoring and proactively responding to early warning signs – a notable shift in approach.

Challenges and gaps

The challenges reported by stakeholders reflect the difficulty of translating the ambitions of Core Responsibility One and the Secretary-General's sustaining peace agenda into a cultural shift in international action. Creating the foundations for this change requires strong leadership to drive new policies, tools and expertise, as well as new funding mechanisms. Organizations must develop internal systems for preparedness, early warning and conflict prevention, and hire new expertise or build capacity to work differently. However, stakeholders reported that resource constraints and competing organizational priorities hampered their ability to invest in policy, training and staff development.

Many also highlighted the operational challenges in implementing their commitments: the difficulties of operating in conflict environments, including limited access to insecure areas; growing restrictions on CSOs; and the widespread disregard for international humanitarian and human rights law. Others noted challenges in operationalizing partnerships and managing coordination given the inherent differences between humanitarian, development and peace actors.

The last three years of reporting reveal persistent gaps that impede international efforts to prioritize conflict prevention. First, the lack of predictable and sustained financing for conflict prevention remains a major obstacle, as does the lack of flexibility – both in terms of working across the humanitarian, development and peace pillars and adapting to changing needs. Second, despite high-level political commitments, there is limited engagement of CSOs and marginalized groups in prevention, stabilization and peace processes. Third, a lack of quality data remains a critical gap. Challenges include the scarcity of sex- and age-disaggregated data, the difficulties of gathering data in conflict environments, the limited funding for data collection and analysis, and the lack of appropriate data for measuring the impact of approaches to conflict prevention and stabilization. The absence of data is a constant barrier to investment, advocacy and decision-making. Sustained leadership at all levels – including in the UN Security Council – is needed to guide collective progress and develop mechanisms for following up on commitments and overcoming barriers to action.



“What you see on me is what I have left. I left everything behind to save our lives.”
 - Larissa (16). A large number of women and their families have fled their homes to escape armed violence. Central African Republic. OCHA/Matteo Minasi

Preventing and ending conflict and investing in stability

Financing peacebuilding and stability

Member States have responded to the Secretary-General’s call for increased financial support for the Peacebuilding Fund (PBF). Between 2017 and 2018, contributions to the PBF more than doubled.¹ This increase enabled the PBF to approve over \$183 million for projects in 40 countries – including countries where recent political developments opened up new opportunities for engagement: Democratic Republic of the Congo, Ethiopia, Lesotho, Nigeria, Togo, Tunisia and Zimbabwe; three new countries were also declared eligible for future funding: Burkina Faso, El Salvador and the Gambia.

In addition to the PBF, Member States directed financing to a range of other peacebuilding, stabilization and crisis prevention programmes. Canada increased its financial and in-kind support to UN peacekeeping, including CAD 3 million for the creation of receptive environments for women peacekeepers. Germany continued to invest over €2 billion a year in efforts to prevent crises, resolve conflicts and build peace in fragile countries. The United Kingdom upheld its commitment to invest at least 50 per cent of its international assistance budget in fragile contexts, launching a four-year, £12 million peacebuilding programme in the Central African Republic, Myanmar and Nigeria. A number of States, including Ireland and Portugal, also provided bilateral funding for stabilization and transition initiatives.

“The international donor community, led by local partners, should work together more effectively to tackle the underlying drivers of instability, rather than focus on the symptoms. The case for greater investment in stability and conflict prevention is both economically and ethically sound.”

United Kingdom, self-report 1C

¹ Member States who increased their contributions to the PBF in 2018 included Belgium, Canada, Denmark, Estonia, Germany, Ireland, Luxembourg, the Netherlands, the Republic of Korea, Sweden, Switzerland, Turkey and the United Kingdom. See also the Reports of the Secretary-General on the Peacebuilding Fund 2018 (A/73/829) and 2017 (A/72/740).

Improving mediation capacities and sharing learning on conflict prevention

Member States enhanced the capacity of the United Nations for mediation and conflict prevention through contributions to the UN Department of Political and Peacebuilding Affairs' Multi-Year Appeal (MYA). In 2018, the MYA received its highest level of contributions, with \$35.6 million in support of the UN's prevention agenda.²

Stakeholders also made concerted efforts to strengthen the broader international community's capacity for preventive diplomacy. In September 2018, Turkey convened the first Mediation for Peace certification programme for officials from Member States of the Organization of Islamic Cooperation and, in November, hosted the Fifth Istanbul Mediation Conference. Spain boosted its support to the United Nations Alliance of Civilizations. Finland, Italy, Norway and Sweden supported national and regional networks for women mediators; Norway also initiated a global alliance of these networks. In addition, stakeholders delivered training to strengthen capacities on other aspects of conflict prevention and peacebuilding: Norway, for example, supported the Training for Peace

programme, which works with the African Union to help prevent, manage and resolve conflicts and promote stability in Africa; and Romania hosted a training programme for G5 Sahel countries on post-conflict reconstruction and stabilization.

Stakeholders also created opportunities to share experiences of conflict prevention. For example, Germany and Finland organized a conference on the 'Responsibility of the religions for peace' in Berlin, and New Zealand hosted an Association of Southeast Asian Nations Regional Forum Intersessional Support Group meeting on Confidence Building Measures and Preventive Diplomacy. In the Philippines, Japan and the UN co-hosted the Bangsamoro Forum to disseminate learning from the Mindanao peace process, and Ireland hosted events to share lessons from the Northern Ireland peace process.

Early warning and preparedness

Stakeholders emphasized the importance of early warning and preparedness initiatives. Member States, including Canada, Denmark and Germany, provided funding for European Union (EU), UN and World Bank early warning

² Member States who contributed to the MYA included Canada, Denmark, Estonia, Finland, Germany, Hungary, Iceland, Italy, Kazakhstan, the Republic of Korea, the Netherlands, New Zealand, Norway and Poland.

A peacekeeper from Togo serving with the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) holds a child while on a mission to provide medical care to residents of Mopti region. United Nations



mechanisms. Stakeholders also reported on how these approaches are being operationalized. UNOCHA reported that, in 2018, the Inter-Agency Standing Committee (IASC) Emergency Response Preparedness approach was implemented in 64 countries. Similarly, UNHCR monitored 63 countries at 'medium/high risk of emergency', and activated two 'proactive preparedness' operations in response to early warning. INTERSOS also mounted an early response to the humanitarian crisis in Cameroon. In addition, stakeholders, including FAO, IOM and WFP, continued to produce and share analysis and contribute to inter-agency early warning initiatives.

Working across the humanitarian, development and peace pillars

In areas affected by intractable conflicts, stakeholders demonstrated support for holistic approaches and worked to improve coherence across the humanitarian, development and peace pillars. The OECD Development Assistance Committee (DAC) adopted a *Recommendation on the Humanitarian-Development-Peace*

Nexus, to support the transition from delivering humanitarian assistance to ending need.³ Member States, including Canada and Germany, strengthened whole-of-government approaches to conflicts and crises. The United Kingdom applied a whole-of-portfolio approach for country-level programming – for example, supporting a range of programmes in Somalia to resolve conflict, build national capacity and increase the participation of women in political decision-making. A number of stakeholders, including Concern Worldwide and FAO, adopted corporate strategies to strengthen country-level conflict sensitivity in their humanitarian and development operations. WFP entered into a partnership with the Stockholm International Peace Research Institute to assess the impacts of its humanitarian and development programming on the prospects for peace.

³ The Recommendation was adopted by DAC at its Senior Level Meeting on 22 February 2019. The recommendation can be viewed here: <https://legalinstruments.oecd.org/public/doc/643/643.en.pdf>

Nearly 7,000 people moved from rural areas into informal settlements in the provincial capital Qala-e-Naw, Badghis. Afghanistan. OCHA/Phillippe Kropf



Conflict-sensitive tools and analysis

To improve their capacity to work across the three pillars, stakeholders developed new tools for programming and analysis. FAO, in partnership with the Interpeace Advisory Team, developed tools and provided training on conflict sensitivity and context analysis to staff in 14 countries. Mercy Corps developed two analytical tools to support field analysis of root causes of conflict and strategies for addressing them; it reported reaching over 1.5 million people through 24 programmes. World Vision field-tested a Fragile Contexts Programme Approach in five pilot countries as part of its commitment to the Peace Promise.⁴

Stakeholders also developed tools to forecast future crises. Denmark supported an innovative partnership between the Danish Refugee Council and IBM to conduct evidence-based, tech-driven, predictive analyses of future mixed migration patterns; and the EU worked on a Horizon Scanning product that identifies countries at risk of violent conflict within the next three- to six-months.

Strengthening inclusive peace processes

The role of CSOs in preventing and resolving conflicts was a prominent theme of reporting in 2018. Non-governmental organizations, including Human Appeal and IMPACT, supported the engagement of local and municipal actors in humanitarian and development action. The United Kingdom launched the Jo Cox Memorial Grants to fund CSOs in fragile settings and conflict-affected countries. Within these broader efforts, stakeholders emphasized the need to make existing processes and mechanisms more inclusive of young people. A number of stakeholders, including Finland, Ireland, Italy, Japan, Sweden, Turkey and Mercy Corps, expressed support for the Youth, Peace and Security agenda. New Zealand prioritized youth participation and leadership in programmes to address the root causes of conflict. The American Friends Service Committee supported youth-led peace clubs in Burundi, El Salvador, Guatemala and Haiti.

Stakeholders also supported initiatives to promote interfaith dialogue and cooperation. Switzerland continued to support the Humanitarian Charities Forum in Lebanon, a group of Islamic charities from different

denominations that provides aid beyond confessional boundaries. AISA ONG Internationale organized interfaith activities to celebrate the International Day of Living Together in Peace, and Norwegian Church Aid supported the Interconfessional Council of Burundi, which brought together leaders from different faiths in support of peace and reconciliation efforts. World Vision International and 13 partners from across different denominations organized a forum to develop joint solutions for ending violence against children on the move in fragile contexts.

Gender equality and women, peace and security

Stakeholders emphasized the critical role of women and women's CSOs in preventing, resolving and responding to crises, and some made progress in engaging them as partners. For example, Oxfam International partnered with women's rights organizations on issues related to women, peace and security in 10 countries, and sponsored women from Iraq, Palestine and Yemen to provide testimonies at the UN Human Rights Council. Norway entered into new three-year partnerships with CSOs working on the inclusion of women in peace and reconciliation efforts.

Member States also highlighted the role of women in peacekeeping and security operations, and reported on their progress in implementing UN Security Council Resolution 1325 on Women, Peace and Security (WPS).⁵ Canada continued to support the Elsie Initiative for Women in Peacekeeping Operations, laying the groundwork for a dedicated multilateral funding mechanism to support its work. Japan supported a project led by UN Women on Integrating Gender into Peace Support Operations in East Africa. New Zealand and the African Union co-hosted a high-level meeting on Peace Operations Training and Capacity-Building that included a discussion on the role of women in peace support operations.

⁴ The Peace Promise is a set of five commitments to develop more effective synergies among peace, humanitarian and development actions in order to address the drivers of conflict.

⁵ S/RES/1325 (2000)

Achieving the transformation

In their third and final year of reporting against their Agenda for Humanity commitments, **stakeholders stressed the need for the international community to shift from a culture of reacting to conflict to one of prevention and sustaining peace.** While this shift depends largely on decisive political leadership, multilateral organizations and civil society groups can play an important role in providing the basis for collective action and implementing commitments on the ground.

Such a shift in mindset will require concerted action and dedicated, long-term financing. This should build on the momentum generated by the Secretary-General's Report on the restructuring of the United Nations peace and security pillar (A/72/525), the ensuing resolutions of the General Assembly and Security Council, and the recommendations set out by the joint UN-World Bank study, *Pathways for Peace*.

To implement this change in approach, stakeholders should work together to:

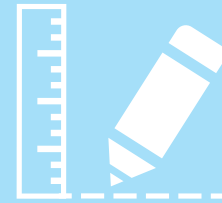
- **Ensure predictable and flexible funding for conflict prevention and sustaining peace:**

Current financing models are more enabling of short-term response than long-term prevention. Sustained and scaled-up funding is critical to incentivize prevention, both through multilateral instruments and on a national and subnational level. In protracted conflicts, multi-year and flexible funding is required to support an appropriate mix of humanitarian, development and peacebuilding work. To achieve this at scale, stakeholders need to innovate, work in partnerships and be less risk averse.

- **Engage in inclusive, people-centred prevention and peace efforts:** Peace can only be sustained if the whole of society is part of the solution. The equal and effective participation of women in conflict prevention and peacemaking efforts at all levels is integral to sustainable peace. Furthermore, peace agreements and solutions must address the specific needs of women and girls, and protect their rights. Civil society actors, youth and marginalized groups must also be empowered as agents of change in peacemaking.

- **Invest in data and analysis to inform decision-making:** The lack of timely, quality and reliable sex- and age-disaggregated data to track peace as well as conflict risks is a persistent gap. Strategic investment is needed, both to collect subnational data within conflict-affected countries and to build the capacity of stakeholders to analyse the data and use it to inform decisions. In addition, existing tools and protocols could be used to develop cooperation across the humanitarian, development and peace pillars: using shared data and analysis to set joint priorities and collective outcomes, inform programming and assess impact across the three pillars.

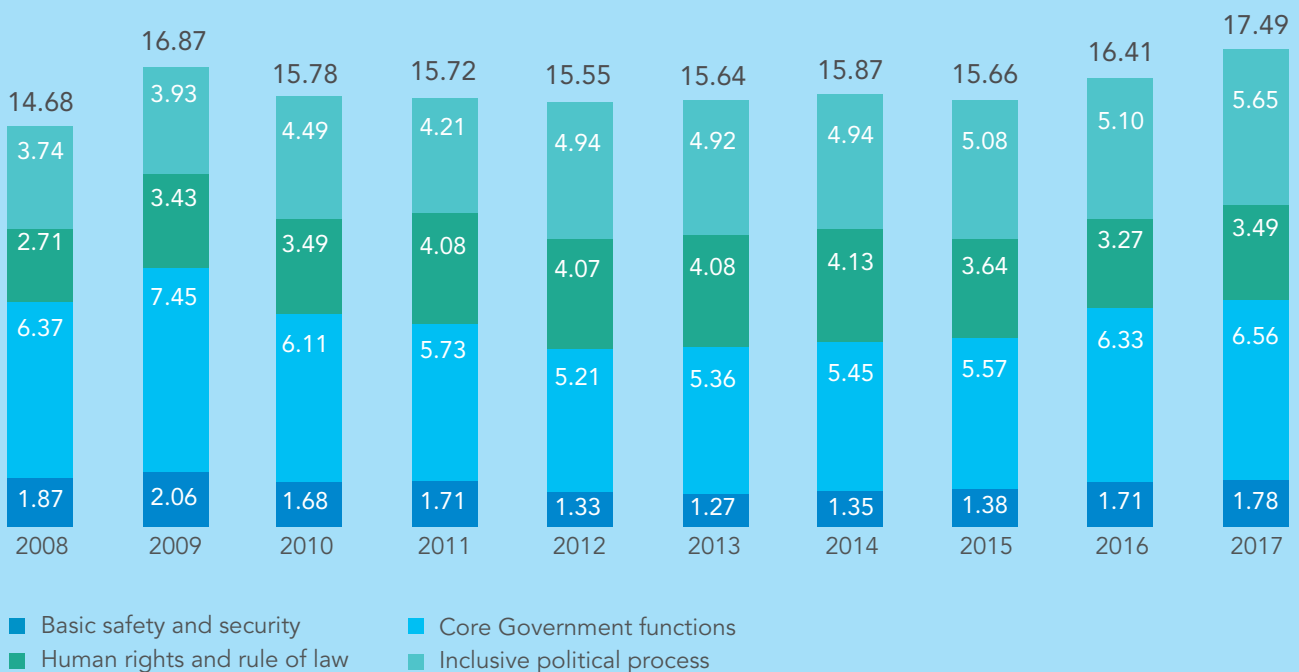
Assessing progress



Official development assistance (ODA) can be used as a proxy for assessing support for peacebuilding. In 2017, the decline in ODA to conflict-affected countries (as a proportion of total ODA) stopped for the first time in a decade. Since 2015, ODA for peacebuilding-related activities has hovered at around 10 per cent of overall ODA, largely due to investments in inclusive political processes and core government functions. However, investment in basic safety and security, and the rule of law and human rights remains limited.

While ODA is an important measure of investments in stability, it is more difficult to assess the impacts on human suffering. The Sustainable Development Goals indicator for conflict-related deaths (Indicator 16.1.2) may provide insights into progress over time. However, to gain a more complete picture, any assessment of collective progress would also have to examine global trends in areas such as the number and types of conflict, forced displacement and conflict risks.

DISTRIBUTION OF OVERSEAS DEVELOPMENT ASSISTANCE FOR PEACEBUILDING (US\$ BILLIONS)



Source: Analysis provided by the Peacebuilding Support Office, UN Department of Political and Peacebuilding Affairs, using data from OECD Stat Creditor Reporting System.



CHAPTER TWO

RESPECT THE RULES OF WAR





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RESPECT THE RULES OF WAR

Photo on previous page:

Valentina (78) holds her grandson. The family lived in fear of shelling and landmines for more than four years. Ukraine.

OCHA/Ranoev

Even wars have rules to minimize human suffering. Yet violations of international humanitarian law (IHL) and human rights law (IHRL) persist. In today's conflicts, the majority of victims are civilians. Millions are forcibly displaced from their homes; thousands are injured, killed, starved, tortured or raped; and schools, hospitals and humanitarian convoys are indiscriminately attacked or, in some cases, deliberately targeted.

Core Responsibility Two of the Agenda for Humanity called for collective action to ensure respect for IHL and IHRL, and to compel all parties to conflict, States and the wider international community to limit human suffering in armed conflict and hold perpetrators of violations to account.

The Agenda for Humanity called for six transformations:

2A: Protect civilians and civilian property

2B: Ensure delivery of humanitarian and medical assistance

2C: Speak out on violations

2D: Improve compliance and accountability, including preventing and prosecuting gender-based violence

2E: Stand up for the rules of war

Summary of progress and challenges

For 2018, 83 stakeholders reported on their achievements against one or more of the five transformations of Core Responsibility Two.

Key takeaways

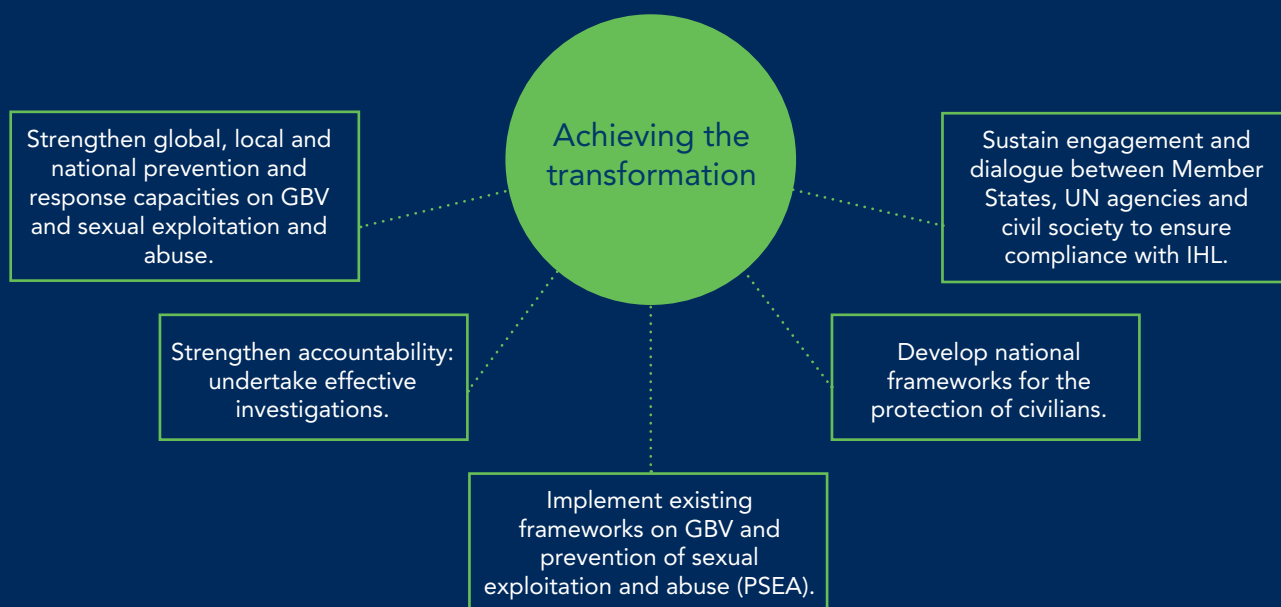
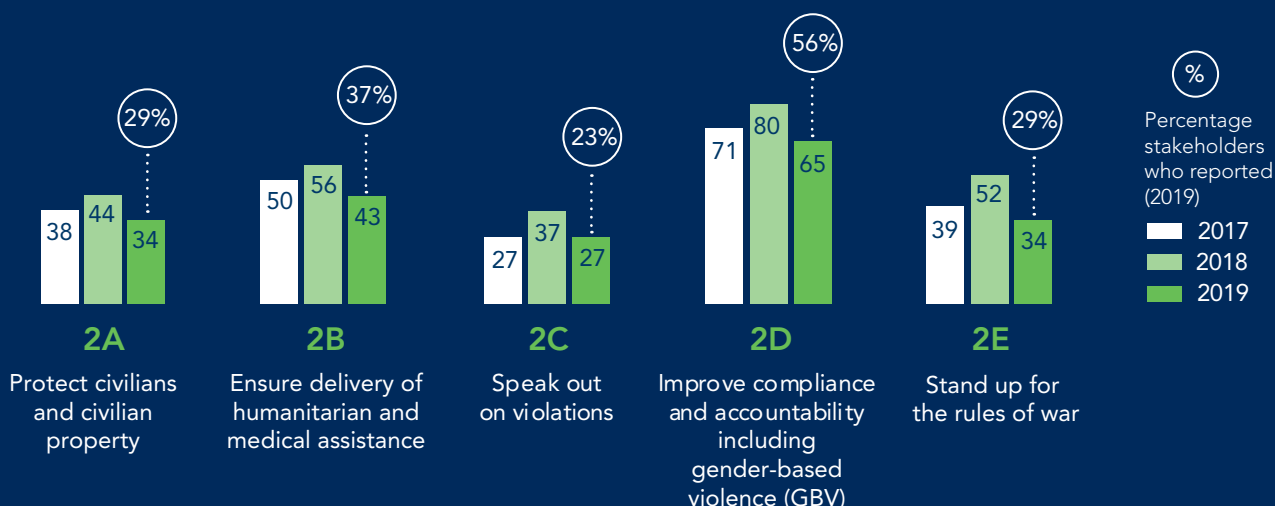
In conflicts, the state of the protection of civilians remains bleak.

There is considerable scope to build on practical measures to improve compliance with international humanitarian law (IHL).

Serious challenges persist in improving compliance with IHL: a lack of funding, shortage of political will and difficult operational conditions.

Stakeholders have strengthened the prevention of gender-based violence through knowledge sharing and best practices, providing technical assistance, supporting community-based protection committees and expanding the Call to Action (CtA) on Protection from Gender-Based Violence in emergencies.

Reporting by transformation 2017-2019



Progress in 2018

As in previous years, the majority of reporting under Core Responsibility Two focused on diplomatic efforts and advocacy. Stakeholders reminded parties to conflict of their obligations to respect the rules of war and condemned violations of IHL and IHRL. Calls for an end to impunity continued, and Member States provided political and financial support to the International Criminal Court (ICC) as well as to efforts to strengthen the international community's investigative and evidence-gathering capacity. Stakeholders also continued to push for urgent action on key issues including eliminating the use of explosive weapons in populated areas, and the protection of children, schools and humanitarian and medical missions. Practical measures included efforts to operationalize instruments for improving compliance, monitoring situations of conflict, documenting violations, training, and researching and sharing best practice.

Diplomatic or advocacy initiatives have remained the major focus of reporting over the past three years, while reporting on practical measures remains limited – although, a few caveats should be noted: some stakeholders may be unwilling to discuss sensitive parts of their activities, such as negotiating humanitarian access with parties to conflict; and there is almost no reporting by stakeholders affected by conflict.

A boy stands in a building targeted by air strikes. Aden, Yemen. OCHA/Giles Clarke



Challenges and gaps

Laws can only be effective if they are respected and applied on the ground. As in previous years, stakeholders identified the disregard for IHL and IHRL as the greatest challenge to protecting civilians affected by conflict. On a global level, they attributed the low levels of compliance primarily to the lack of accountability for violations, and noted that progress was held back by a shortage of political will, limited funding and the paucity of data and evidence. On a national level, stakeholders noted that the absence of national policies or authorities for protecting civilians – or the limited capacity of national authorities where they do exist – made it difficult to achieve sustained progress on compliance. Stakeholders also highlighted the politicization of humanitarian efforts as a serious challenge, impeding their ability to protect and assist civilians in conflicts and maintain a principled space for humanitarian action. Several expressed concerns around the potential cost to civilians of certain State practices, such as counter-terrorism measures and unrestricted arms transfers.

At the operational level, limited access and security concerns hindered the ability of stakeholders to deliver assistance or to gather data, which, in turn, impeded efforts to meet needs or provide evidence of violations and advance accountability. The lack of sufficient and long-term funding was also a major challenge, limiting the ability to deliver quality services and, in the longer-term, hindering efforts to invest in human resources, capacity-building, research and the development of good practice. Finally, stakeholders emphasized the need for clearer peacekeeping mandates on the protection of civilians, and for increased cooperation, particularly between humanitarian actors and military/security forces, to preserve humanitarian space and build buy-in from all parties for upholding IHL.



General view as Secretary-General António Guterres addresses the Security Council meeting on the protection of civilians in armed conflict in May 2018. United Nations Headquarters. United Nations

Diplomatic, policy and advocacy efforts

Multilateral and diplomatic action to enhance respect for IHL and IHRL

In their third year of reporting, Member States again highlighted diplomatic efforts to enhance respect for IHL and IHRL, both bilaterally and through multilateral bodies such as the United Nations Security Council (UNSC), the Economic and Social Council, and the Human Rights Council (HRC). Spain, for example, reported using its leverage at bilateral and multilateral levels to advocate for impartial humanitarian relief and access, and Austria co-sponsored an HRC resolution calling on States to end impunity for attacks on journalists. Member States also continued to support multilateral initiatives to improve respect for IHL and uphold the rules of war – such as the Group of Friends on the Protection of Civilians, and the Accountability, Coherence and Transparency Group proposal for a ‘Code of Conduct regarding Security Council action against genocide’.

Member States continued to sign up to and advocate for adherence to relevant treaties. Austria and El Salvador were among those who ratified the Treaty on the Prohibition of Nuclear Weapons. New Zealand hosted the Pacific Conference on Conventional Weapons Treaties (which resulted in the Auckland Declaration) and funded a workshop in Cameroon to promote membership to the Convention on Cluster Munitions in West Africa. Germany, in partnership with the Arms Trade Treaty (ATT) Voluntary Trust Fund, helped initiate 11 projects to support national implementation of the ATT.

Strengthening monitoring, compliance and accountability mechanisms

In support of ending impunity for violations of IHL, Member States, including Japan, Luxembourg, the Netherlands and the United Kingdom, provided political and financial assistance to the ICC. In addition, Finland, Ireland, Japan, New Zealand, Spain and Sweden provided financial support to the ICC Trust Fund for Victims. Stakeholders also supported initiatives to investigate violations and prepare cases for prosecution. Member States passed a resolution at the HRC to establish an International, Impartial and Independent Mechanism (IIIM) for Myanmar to collect and analyse evidence of violations of international law. Austria, Italy and the United Kingdom were among those who funded the ongoing IIIM for the Syrian Arab Republic, and Spain and Switzerland provided political and financial support to the International Humanitarian Fact-Finding Commission. Finland and Ireland supported Justice Rapid Response, which provides expert support for investigating international crimes and human rights violations, including those related to sexual and gender-based violence in conflicts. Finally, a number of Member States participated in the 'intergovernmental process on strengthening respect for IHL', co-facilitated by Switzerland and the International Committee of the Red Cross (ICRC).

While the majority of efforts to strengthen accountability were multilateral, some States engaged in national and regional efforts. The Netherlands, for example, amended its International Crimes Act to broaden the application of the war crime of intentional starvation of civilians to situations of both international and non-international armed conflict. Japan and Spain reported establishing or revitalizing their national IHL committees to strengthen domestic dialogue on IHL.

Protecting the medical mission

Member States continued to advocate for the implementation of UN Security Council Resolution (UNSCR) 2286 on the protection of the medical mission. Spain held a retreat for members of the Security Council to examine the degree of compliance with UNSCR 2286, and Sweden organized an UNSC Arria-formula meeting on the 'protection of health care in armed conflict'. Member States also continued to provide diplomatic and financial support to public

awareness campaigns, such as the ICRC Health Care in Danger initiative, and efforts to document attacks, such as the WHO Attacks on Health Care surveillance system. Geneva Call launched a new Deed of Commitment for non-state armed groups (NSAGs) on the protection of health care in armed conflict.

In addition, stakeholders funded research on the threat to and protection of the medical mission. The UK developed a new research programme, 'Researching the Impacts of Attacks on Healthcare', and Sweden financed an ICRC study on how military doctrine can better integrate protection of health care and health-care workers.

Speaking out on violations

Many stakeholders called attention to specific violations of IHL and IHRL – for instance, by speaking out at the UN Security Council and HRC. Oxfam International sponsored individuals from Iraq, the occupied Palestinian territory and Yemen to give evidence at the HRC of breaches of IHL. Many used media statements, reports and other publications to draw attention to violations such as denial of humanitarian access, damage to health facilities, irresponsible arms transfers, violations against children and breaches of human rights. Save the Children launched a 'Speaking Out' toolkit that aims to increase the organization's ability to denounce violations of child rights. Several stakeholders also engaged with United Against Inhumanity, a new global campaign calling for the rules of war to be upheld and for an end to impunity for violations.

Practical measures to improve compliance with IHL

Adopting and operationalizing policies and instruments to improve compliance

Member States made new commitments to promote respect for IHL. Canada championed a commitment by G7 foreign ministers to take practical measures aimed at promoting respect for IHL among partners. NSAGs also made important commitments: two NSAGs from Iraq, with support from Geneva Call, issued unilateral declarations of their commitment to respect IHL. In addition, NSAGs made commitments to specific aspects of IHL: as of December 2018, 23 NSAGs had signed Geneva Call's Deed of Commitment on the Prohibition of Sexual Violence in Armed Conflict and towards the Elimination of Gender Discrimination.



A young girl receives her oral vaccine at a cholera vaccination point in Kutupalong Makeshift Settlement, Cox's Bazar, Bangladesh. OCHA/Anthony Burke

Stakeholders also took steps to operationalize political commitments, treaties and other instruments. Germany contributed to the UN Secretary-General's Disarmament Saves Lives initiative by developing a road map for tackling the illicit trafficking and misuse of small arms and light weapons in the Western Balkans. In line with the Mine Ban Convention, Member States continued to prioritize mine clearance. Thailand reported that over 86 per cent of contaminated areas have now been returned back to communities. Austria, Canada, Denmark, Finland, Germany, Italy, Japan, Norway and Switzerland funded mine clearance and other humanitarian mine action programmes in contaminated areas. To support State capacity for tracking progress on compliance with IHRL, OHCHR piloted the National Tracking Recommendations Database.

In addition, stakeholders took practical measures to improve respect for humanitarian principles, including training staff and partners, developing resources and tools to improve understanding of the principles, and conducting evaluations to support capacity-building. For example, the revised 2018 Sphere Handbook reaffirmed adherence to humanitarian principles, and Concern Worldwide and IOM provided training on the principles to staff and partners. Oxfam

conducted real-time reviews of seven operations to assess compliance with 'safe programming', including measures to avoid inadvertent harm and ensure conflict sensitivity and adherence with humanitarian principles.

Humanitarian actors took practical measures to improve coordination with military forces. OCHA and Turkey strengthened their civil-military coordination, including sharing the GPS locations of aid convoys. Care International advocated for 'deconfliction' mechanisms in Yemen—systems to share the geographic coordinates of aid operations with military forces—as a means of reducing civilian casualties and protecting humanitarian missions in areas of active hostilities.

Monitoring compliance, documenting violations and collecting evidence

Stakeholders continued to strengthen efforts to monitor compliance with IHL, and donor countries supported national efforts to document violations. Germany supported the Genocide Commission in Iraq in documenting cases of sexual and gender-based violence, and Canada funded the collection, analysis and documentation of evidence of human rights abuses by the Islamic State in Iraq and the Levant (ISIL) to support future prosecution in Syria and Iraq.

Mandated individuals and organizations, including OHCHR, the Special Representative of the Secretary-General for Children in Armed Conflict and UNICEF, continued to monitor and report on violations of IHL and IHRL. OHCHR and UNRWA documented the impact of explosive weapons in densely populated areas, while WHO recorded incidents of violence against medical services/ personnel in eight countries through its global Surveillance System for Attacks on Healthcare.

In April 2018, the European Union (EU) published its first report on the implementation of its guidelines on promoting compliance with IHL for the period July 2016–June 2017. The United Kingdom also drafted a voluntary report detailing the steps taken at a domestic level to implement IHL. The report focused on several aspects of IHL implementation, including dissemination, training and legal advice, to help to improve understanding of IHL and encourage and inform dialogue on IHL issues.

Training, guidance and tools

As in previous years, reporting on practical action focused largely on training and guidance. Member States including Austria, Ireland, Italy, Mexico, the Netherlands and Romania trained their security and armed forces on IHL and IHRL. Some States strengthened their IHL curriculums: Finland updated IHL courses at the Finnish National Defence University, Mexico's Inter-Secretarial Commission of International Humanitarian Law (CIDIH-Mexico) delivered its Ninth Annual Specialized Course on International Humanitarian Law for national authorities as well as a specialised IHL course for teachers, and the New Zealand Defence Force published and promulgated a revised manual on the Law of Armed Conflict, which references the Safe Schools Declaration. In Romania, Nicolae Titulescu University organized an inter-university humanitarian and refugee law contest, in partnership with UNHCR, the Romanian Red Cross, the National Commission on IHL and the Romanian Ministry of Defence. Member States also provided training to the security forces of other States: for example, the Italian Centre of Excellence for Stability Police Units trained thousands of police officers from other

United Nations Mine Action Service (UNMAS) staff conduct a mine awareness programme at St. Mathew Basic School. UNMAS cleared more than 24,000 landmines from over 37 hectares around a health facility and primary school in Lobonok Payam, then handed the land back over to the local community. South Sudan. UN Photo/Isaac Billy



Protecting children in armed conflict

Member States and parties to conflict continued to adopt and advance commitments to protect children in armed conflicts. Germany and the United Kingdom were among the 10 new States to endorse the Safe Schools Declaration in 2018. World Vision International helped co-author the first ever bipartisan Congressional Bill¹ calling for the US Government to step up efforts to end all forms of physical, mental and sexual violence against children and youth globally. Canada organized an international consultation on advancing the Implementation Guidance for the Vancouver Principles on Peacekeeping and the Prevention of the Recruitment and Use of Child Soldiers. Two NSAGs in Syria, with support from Geneva Call, adopted a minimum age (18) for recruitment.

To promote best practice, stakeholders engaged in advocacy, research, training and capacity-building. The UN Special Representative of the Secretary-General for Children in Armed Conflict (SRSG–CAAC) supported Poland, in partnership with Côte d'Ivoire, France and Sweden, to organize a UNSC Arria-formula meeting on 'Ending and preventing grave violations against children

through action plans: best practices from African States.' Save the Children worked with States and militaries to promote the Safe Schools Declaration and the Guidelines for Protecting Schools and Universities from Military Use during Armed Conflict. Luxembourg funded *Cradled by Conflict*, a study by the United Nations University and UNICEF, which helped to inform the work of UN personnel on the ground to prevent and address the recruitment and use of children by armed groups. SRSG–CAAC and UNICEF organized a series of regional workshops for members of United Nations country task forces to generate lessons learned on monitoring and reporting of grave violations against children affected by armed conflict.

Stakeholders continued to monitor and document violations of children's rights. SRSG–CAAC conducted monitoring visits to Myanmar, Sudan and South Sudan, and UNICEF and UNRWA contributed to the Monitoring and Reporting Mechanism on Grave Violations Committed Against Children. Geneva Call engaged with an NSAG to facilitate the return of child recruits to their families.

countries on IHL, the protection of civilians, and the prevention of sexual and gender-based violence in conflict. Stakeholders also trained non-state armed groups: Geneva Call, for example, conducted over 90 training sessions on international humanitarian norms for more than 2,500 members of NSAGs.

Stakeholders also delivered training to humanitarian personnel and partners. Many NGOs included topics such as IHL, humanitarian principles and protection in their staff inductions. A handful of organizations also focused on staff development – for instance, in 2018, IOM began offering its staff professional courses in IHL and the application of humanitarian principles. Germany, Sweden and Switzerland funded the Centre of Competence on Humanitarian Negotiation to support efforts to strengthen the capacities of humanitarian negotiators. Stakeholders also produced guidance to support humanitarian practice. Norway consulted with a wide range of stakeholders to develop a new guidance note that will offer direction on how partners can strengthen the integration of humanitarian principles in their

responses; InterAction facilitated a review of the implementation of the Inter-Agency Standing Committee Policy on Protection and the Principals Statement on the Centrality of Protection, identifying priority actions for achieving better protection outcomes; and the Active Learning Network for Accountability and Performance (ALNAP) produced a guide for the Evaluation of Protection in Humanitarian Action.

Research and sharing best practice

Stakeholders sought to influence policy and practice through research on key topics related to IHL and protection, often in partnership with academic institutions. InterAction, in partnership with the Center for Strategic and International Studies and the Center for Civilians in Conflict, produced a report identifying critical issues and recommendations for the protection of civilians in military operations by the United States and its partners. IOM supported research by the Geneva Graduate Institute on IOM's interactions with NSAGs during field missions, to examine the challenges faced by front-line staff in delivering

¹ H. Res. 910



Increasing hostilities are driving large-scale displacements. In Pulka, the town sometimes receives up to 150 new daily arrivals, stretching scarce resources. Nigeria. OCHA/Yasmina Guerda

Protecting civilians from explosive weapons in populated areas (EWIPA)

Member States, including Austria, Ireland and New Zealand, raised awareness at the UN of the impact of EWIPA and advocated for a political commitment against their use. These efforts were supported by Humanity and Inclusion, which conducted public campaigns to raise awareness of the long-term consequences of EWIPA, particularly in terms of forced displacement. In December 2018, 23 Member States from Latin America and the Caribbean issued the Santiago Communiqué, acknowledging the need to avoid the use of EWIPA and expressing support for the development and adoption of an international political declaration on the issue.² Geneva Call and OCHA convened an expert discussion on the use of EWIPA by non-State armed actors, identifying options for engaging NSAGs to avoid or limit their use.

humanitarian assistance. Geneva Call published a study on 'armed non-State actors and cultural heritage in wartime'.

Stakeholders also created opportunities to share learning and promote best practice. For example, the Romanian National IHL Commission and ICRC co-organized a regional IHL conference to foster peer-to-peer cooperation among States. The EU and ICRC organized a high-level event on IHL and gender in Common Security and Defence Policy military training missions in the Central African Republic, Mali and Somalia, bringing together senior EU civilian and military experts to share experiences. The United Kingdom's Foreign and Commonwealth Office hosted a series of lectures on IHL, featuring leading UK practitioners and global experts. InterAction convened multi-stakeholder roundtables on the protection of civilians, and engaged with relevant departments of the US Government on the findings – both in terms of country-specific concerns and systemic issues of US policy and practice.

² The event was co-organized by the Ministry of Foreign Affairs of Chile, Article 36, Humanity and Inclusion, and the International Network on Explosive Weapons.

Achieving the transformation

Despite concerted efforts, the challenges have not changed significantly over the period of reporting since the World Humanitarian Summit. For humanitarian operations, many of these challenges relate to constraints in global humanitarian capacity and funding, coupled with the practical difficulties of operating in conflicts: limited access, security concerns and the paucity of data. More broadly, stakeholders highlighted the lack of accountability for violations as a major impediment, and emphasized the need to step up efforts to document violations, gather reliable data and evidence, and hold perpetrators to account.

While the state of civilian protection remains bleak, there is **considerable scope for concrete improvements in the promotion and implementation of the law**. There is an urgent need for practical action to improve compliance with IHL and IHRL, and to protect civilians in conflicts.

To more effectively uphold the norms that safeguard humanity, stakeholders should:

- **Sustain engagement and dialogue:**

Member States, United Nations entities and civil society must continue to work together to develop more effective means of ensuring the implementation of and compliance with IHL. Member States should consider reporting on their domestic implementation of IHL as a contribution to these discussions.

- **Develop national frameworks on the protection of civilians:** Member States should develop national policy frameworks that build upon good practice, and establish clear institutional responsibilities for the protection of civilians and civilian objects in the conduct of hostilities.

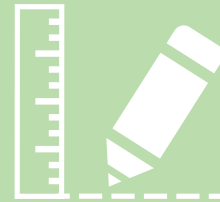
- **Strengthen compliance by non-State actors:** Stakeholders should strategically engage with NSAGs to encourage them to adapt their practices to bring them into line with IHL. Such efforts should include training, awareness-raising, and developing codes of conduct and other types of agreements that commit groups to upholding the rules of war. States should support such efforts.

- **Strengthen evidence and data-collection:**

Stakeholders should continue to gather sex- and age-disaggregated data to develop a more nuanced understanding of the human cost of armed conflict. Member States and other stakeholders should also continue to strengthen efforts to monitor compliance, document violations and collect evidence of serious breaches of IHL and IHRL.

- **Improve accountability for violations:** Member States should undertake effective investigations into allegations of serious violations and hold perpetrators to account – with the support of the United Nations as necessary. Where national action is lacking, resources should be made available; this includes greater political and financial investment in national processes, sharing experiences and good practice, and the provision of technical assistance. To complement national systems, international mechanisms should also be supported and strengthened.

Assessing progress



Despite the significant challenges, efforts to improve data and evidence collection have gained momentum in recent years and are likely to improve. These include Action on Armed Violence's Explosive Violence Monitor, Insecurity Insight, the Aid Worker Security database, and WHO's Surveillance System on Attacks on Healthcare. Further improvements should seek to refine data collection – for example, to allow for the categorization of weapons used. In addition, quantitative data collection should be accompanied by qualitative research to develop a contextual understanding of the data.

There is currently no functioning overarching monitoring framework for compliance with violations of IHL, and the limited data that exists is very difficult to verify. However, there are a number of initiatives that track compliance with particular areas of IHL. The ICRC maintains a number of databases related to IHL and, in 2018, launched a new database, 'IHL In Action', which documents instances of compliance. While the database is not meant to be globally representative or to capture all cases of compliance, it provides a valuable insight into what works – and can serve as a basis for discussion.

A number of other monitoring initiatives exist. The UN Secretary-General produces an annual report on the protection of civilians in armed conflict, which looks at key IHL issues and global trends; the UN also produces both global and country-specific reports —and maintains a reporting mechanism (led by UNICEF)— for grave violations against children in conflict. In addition, there are a number of independent initiatives that monitor Member States' compliance with relevant treaties, and Geneva Call maintains a database of NSAG commitments.

³ The content of this box was drawn from ALNAP (2018) *Making it Count: A feasibility study on collective indicators to monitor progress in the Agenda for Humanity*. London: ALNAP/ODI, pp. 40-59. Please refer to this publication for a thorough examination of the current state and challenges of tracking compliance with IHL.

Addressing gender-based violence in emergencies and preventing sexual exploitation and abuse

Progress in 2018

Addressing and preventing gender-based violence in emergencies

Reporting in 2018 demonstrated a strong commitment to prevent and respond to gender-based violence (GBV) in emergencies. Forty-five stakeholders filed reports on preventing GBV under Transformation 2D; GBV was also one of the top cross-cutting issues across other transformations. Stakeholders stressed the importance of aligning GBV programming and prevention efforts with broader gender equality work that addresses root causes – this section should therefore be read in conjunction with Chapter 3D: Empowering Women and Girls.

Improving accountability

At the global level, stakeholders worked to strengthen commitments on preventing GBV, notably through expanding the multi-stakeholder Call to Action (CtA) on Protection from Gender-

Women at the Government Science Secondary School (GSSS) camp for IDPs stand up for their rights as part of the '16 Days of Activism' campaign against gender-based violence. Nigeria. OCHA/Leni Kinzil



Based Violence in Emergencies. The EU reported that during its time as lead of the CtA (from June 2017 to December 2018), 18 new members joined the initiative. In 2018, the CtA endorsed the GBV Accountability Framework to help Humanitarian Country Teams further prioritize GBV prevention and response; during the course of the year, the framework was piloted in Iraq and South Sudan.

Research and advocacy

Stakeholders continued to improve the knowledge base on best practices. The EU awarded nearly €445,000 to the Royal Tropical Institute of the Netherlands and Save the Children Netherlands to study access (and barriers) to medical and psychosocial support for survivors of sexual violence, with case studies in Haiti, Nigeria and Yemen. The Clean Cooking Alliance launched a study in Rwanda to examine the extent to which access to clean cooking stoves reduced the risk or incidence of GBV among refugee women and girls.⁴ UNDP also published research on the potential of livelihoods programming for reducing the risk of GBV for female refugees. In addition to using research findings to advocate for more effective practices, stakeholders also raised awareness through other means, such as the Preventing Sexual Violence Initiative (PSVI) film festival, hosted by the United Kingdom; the festival brought together governments, international organizations, civil society, survivors, parliamentarians and members of the public to encourage collective action.

Funding and programming for GBV prevention and supporting survivors

Many donors, including Belgium, Canada, Denmark, the EU, Germany, Hungary, Ireland, New Zealand, Sweden and Switzerland, funded GBV prevention and response efforts through UNFPA, UN Women and other partners. Over 130,000 women and girls, and 33,000 men and boys benefited directly from UN Women's GBV prevention and response efforts, including through awareness and prevention activities, psychosocial support, and referrals to counselling and other services. Funding was also channelled through the Central Emergency Response Fund (CERF); 66 per cent of CERF-funded projects in 2018 either focused solely on GBV or incorporated it into project design. Austria and Germany supported initiatives to combat female genital mutilation. Germany also funded projects to protect girls from child marriage, and Austria supported programming to promote the

engagement of men and boys in preventing GBV in the Western Balkans.

Non-governmental and faith-based organizations were at the forefront of implementing GBV programmes in crises. In Bangladesh, Welthungerhilfe led a coalition of organizations to establish community-based protection committees to address gender- and age-specific needs in refugee camps, and Christian Aid installed solar-powered lights to improve safety in Cox's Bazar. Many also worked on initiatives to address root causes: World Vision International, for example, reported improvements in community attitudes towards survivors of GBV as a result of two years of programming in South Sudan; and Tearfund reported the positive impacts of a GBV prevention pilot project involving faith communities on reducing intimate partner violence in the Democratic Republic of the Congo (DRC).

Building capacities to prevent and respond to GBV in emergencies

Stakeholders worked to strengthen the capacity of the humanitarian sector on GBV prevention and response. Ireland and Norway, among other donors, supported the Gender Capacity (GenCap) Standby Project, which, in 2018, deployed 18 expert advisers, and the United Kingdom funded the deployment of 10 experts from the PSVI roster. UNHCR deployed protection experts to mitigate risk and strengthen response to GBV at the onset of 10 emergencies. Norway developed a handbook on the prevention of and response to conflict-related sexual violence, which will be used in all UN operations from 2019; and IOM developed and disseminated guidance on reducing the risk of GBV in emergency distributions and site planning operations.

In addition, stakeholders provided funding and technical assistance to help strengthen national and local capacities. For example, Japan funded projects in Iraq to strengthen government capacities to combat GBV, and UNICEF worked with the Government of Lebanon to develop and roll out a mobile app to support clinical management of rape services. To build local capacities and invest in women-led solutions, Germany funded programmes to establish community-based protection committees in crisis contexts, including in Bangladesh and the DRC.

⁴ Clean cooking stoves help to mitigate the risk of violence that women and girls face when collecting firewood/fuel for cooking.



Men from the host community in Goma read leaflets about family planning and prevention of sexual and gender-based violence. Democratic Republic of the Congo. OCHA/Eve Sabbagh

As part of a campaign to end violence against children, World Vision International conducted outreach campaigns in South Sudan that included information on national GBV legislation.

Preventing sexual exploitation and abuse

Strengthening safeguards and standards

For 2018, 27 stakeholders reported on preventing sexual exploitation and abuse (PSEA). The majority reported reviewing and updating policies, conducting training, and implementing other internal measures to strengthen safeguards against sexual exploitation and abuse (SEA) within their operations. Organizations including ActionAid, CARE International, Concern Worldwide and Food for the Hungry recruited full-time safeguarding staff or created internal safeguarding committees. GOAL Global reported that, by the end of 2018, all of its country programmes had a dedicated safeguarding officer, who received comprehensive training on PSEA as well as ongoing support. A number of stakeholders also developed or updated their policies on reporting, investigations and protecting whistleblowers. Food for the Hungry adopted a third-party reporting system that allows staff to report incidents anonymously, and Caritas Internationalis developed a memorandum of understanding with an independent organization to provide expert investigators on request. The Netherlands funded a feasibility study on creating an independent ombudsperson scheme for the aid sector.

There was also notable progress on developing common standards and commitments. Donor States and NGOs made joint commitments at the Safeguarding Summit held in London in October 2018. Ireland and New Zealand were among the many States that joined the growing list of signatories to the UN Voluntary Compact on Preventing and Addressing Sexual Exploitation and Abuse. Stakeholders also engaged in discussions on common international standards for preventing sexual exploitation, abuse and harassment, and third-party verification in line with the Core Humanitarian Standard.

Translating commitments into coordinated action

Over the course of the year, stakeholders made progress in operationalizing commitments to scale up PSEA in humanitarian operations through the Inter-Agency Standing Committee (IASC). In May 2018, OCHA created an Investigations Fund to provide rapid grants to IASC members for investigations into allegations of SEA, with an initial contribution of \$1 million. In September, UNICEF allocated \$11 million of internal funding to scale up PSEA in 16 humanitarian responses. In December, the IASC Principals endorsed a proposal for accelerating PSEA efforts at country-level. The proposal focuses on achieving three key outcomes:

- 1) safe and accessible reporting;
- 2) quality SEA survivor assistance; and
- 3) enhanced accountability, including investigations.

Achieving the transformation

Translating policies and commitments into meaningful change for those vulnerable to or at risk of GBV and SEA remains a major challenge. Lack of funding was reported as the biggest obstacle. Stakeholders emphasized the need for adequate and sustained funding for gender analysis, and gender equality and GBV programming, as well as for international and local capacity-building to prevent GBV, protect those at risk and support survivors. Stakeholders encountered similar challenges in implementing commitments on PSEA. Committed leadership and dedicated funding is critical for enabling organizations to deliver training, ensure dedicated focal points at all levels, enhance reporting and accountability mechanisms, and support survivors.

However, transformational change will require more than just an increase in funding. Stakeholders emphasized the need for a cultural shift to ensure that the humanitarian sector is accountable to all those at risk of GBV and SEA. Work to achieve gender equality—covered under Transformation 3D—is fundamental to achieving this transformation.

Recognizing the challenges in operationalizing commitments and policies to **prevent and address GBV in emergencies**, stakeholders made the following practical recommendations:

- **Implement existing frameworks:** The IASC GBV guidelines, the CtA Road Map and the GBV Accountability Framework provide practical actions for humanitarian actors at all levels to prevent and mitigate the risks of GBV, and deliver comprehensive, quality services for women and girls in humanitarian response. Organizations must be accountable for implementing these.

- **Prioritize and mobilize resources for GBV:** Donors should provide sustained and adequate funding to prevent and respond to GBV in humanitarian interventions, regardless of the availability of data. Dedicated financial and human resources should be allocated for the duration of responses, including through multi-year arrangements where appropriate, with flexible funding to meet changing needs.

- **Mandate gender mainstreaming:** Stakeholders called on donors to stipulate requirements so that fund recipients mainstream gender at all stages of humanitarian interventions. This includes conducting gender and GBV risk and vulnerability analyses at the

outset of crises, ensuring that responses are informed by the evidence, and guaranteeing the active participation of women and girls at all stages of the humanitarian programme cycle. Recipients should also be required to take proactive measures to prevent and mitigate GBV in line with the Do No Harm principle, and allocate resources to support capacity-building on GBV preparedness and response.

- **Strengthen local prevention and response capacities:** Stakeholders emphasized the need to strengthen local and national capacities to prevent and respond to GBV. In practice, this means ensuring that local women's organizations are included in decision-making at all stages of humanitarian preparedness and response, including through long-term partnerships with stakeholders, civil society organizations and service providers, and that they are provided with adequate funding and technical support.

To expedite actions to **prevent sexual exploitation and abuse in humanitarian operations**, in line with the IASC plan for accelerating PSEA at country-level, stakeholders made the following recommendations:

- **Maintain momentum in operationalizing commitments across the sector:** Progress towards implementing commitments to prevent SEA varies widely across the humanitarian sector. Leadership, coordination and dialogue between all humanitarian actors must be maintained in order to establish effective safeguarding.

- **Ensure safe and accessible reporting for all:** Stakeholders should ensure that every adult and child in a humanitarian context is able to safely report SEA, through new or existing community-based complaints mechanisms. These mechanisms must cover all aspects of humanitarian assistance and be child- and gender-sensitive, be linked to services for survivors, and provide protection for whistleblowers and complainants.

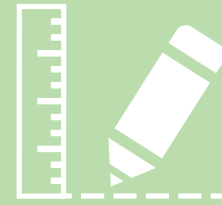
- **Strengthen accountability:** SEA should be investigated in a timely, safe and respectful manner, and leaders should be held accountable for ensuring that cases are handled promptly and effectively.

- **Improve global capacity on PSEA:** Recognizing that the capacity to prevent SEA, investigate cases and support survivors varies across the sector, stakeholders emphasized the need to strengthen and pool global capacities on PSEA. This includes creating talent pools of PSEA experts and trainers, providing regular opportunities to share learning and best practices, and strengthening shared capacity to investigate allegations.

Beatrice (45) has fled Maniema several times. She first arrived to South Kivu in October 2017, and when she tried to return to her home, insecurity forced her to flee again in December 2017 and February 2018. Democratic Republic of the Congo. OCHA/Angelique Rime



Assessing progress



It is estimated that more than a third of women and girls will experience some form of gender-based violence in their lifetime; in crisis settings the prevalence of GBV may be much higher. Systemic gender inequality is the root cause of both GBV and SEA. Given the scarcity of data on GBV in humanitarian settings—and the fact that, even when data exists, GBV is known to be dramatically under-reported—assessing progress on preventing and responding to GBV relies mainly on determining the extent to which humanitarian organizations are implementing standards that are known to lessen the risks. Similarly, measuring progress on PSEA must also go beyond reporting numbers.



Since the eruption of conflict in Kasai in 2016, hundreds of women have been raped. More than 600 sexual violence cases have been registered and many cases are also unreported. Democratic Republic of the Congo. OCHA/Otto Bakano

Annual reporting against the Accountability Framework for the IASC Policy on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action will assess progress against both areas. The Framework is currently under review, but some potential indicators may include:

- Percentage of Humanitarian Response Plans that address mitigation and respond to GBV and SEA.
- Percentage of Humanitarian Response Plans with strategies for the implementation of accountability to affected populations and PSEA, the IASC Policy on the Centrality of Protection in Humanitarian Action, and the IASC Gender Policy.
- Percentage of humanitarian planning processes that directly consult local women's organizations and integrate their inputs.

As the last two points indicate, the best way of assessing meaningful progress will be from the direct feedback from women and girls, particularly those at risk of SEA. Tracking the volume of funding dedicated to GBV and SEA prevention and response will also provide an indication of support for this transformation.



CHAPTER THREE

LEAVE NO ONE BEHIND



CHAPTER THREE



LEAVE NO ONE BEHIND

Photo on previous page:

Najir (30), originally from Kollom Village, Myanmar, holds his daughter at Hakimpara refugee camp, Cox's Bazaar, Bangladesh. He used to be a fisherman, now he sells clothes; his daughter was only a couple of months when they fled violence.

OCHA/Vincent Tremeau

The consultations conducted ahead of the World Humanitarian Summit highlighted that, despite concerted efforts to reach more people with life-saving assistance and protection, certain groups of people were being left behind. Core Responsibility Three of the Agenda for Humanity aims to address these inequalities by highlighting the specific needs of displaced people, migrants, stateless people, women and girls, children, young people, and persons with disabilities. The seven transformations set out in this Core Responsibility aim to mobilize humanitarian, development and political action to prioritize appropriate, empowering and inclusive solutions.

Summary of progress and challenges

In 2018, 85 stakeholders reported on their achievements against one or more of the seven transformations under Core Responsibility Three.

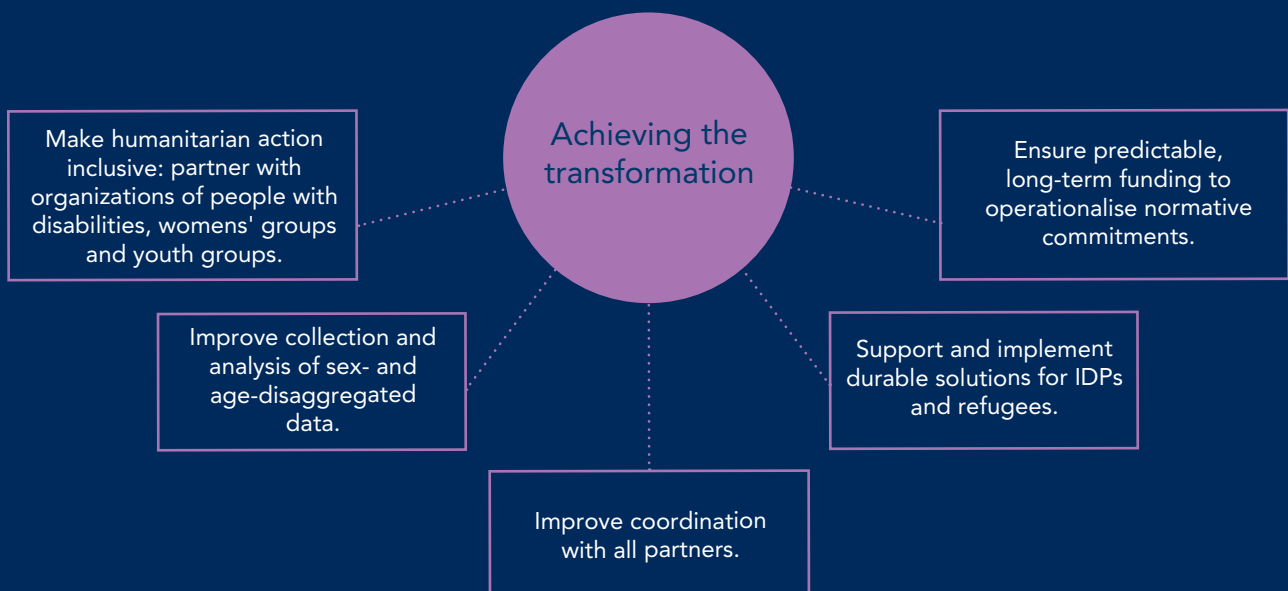
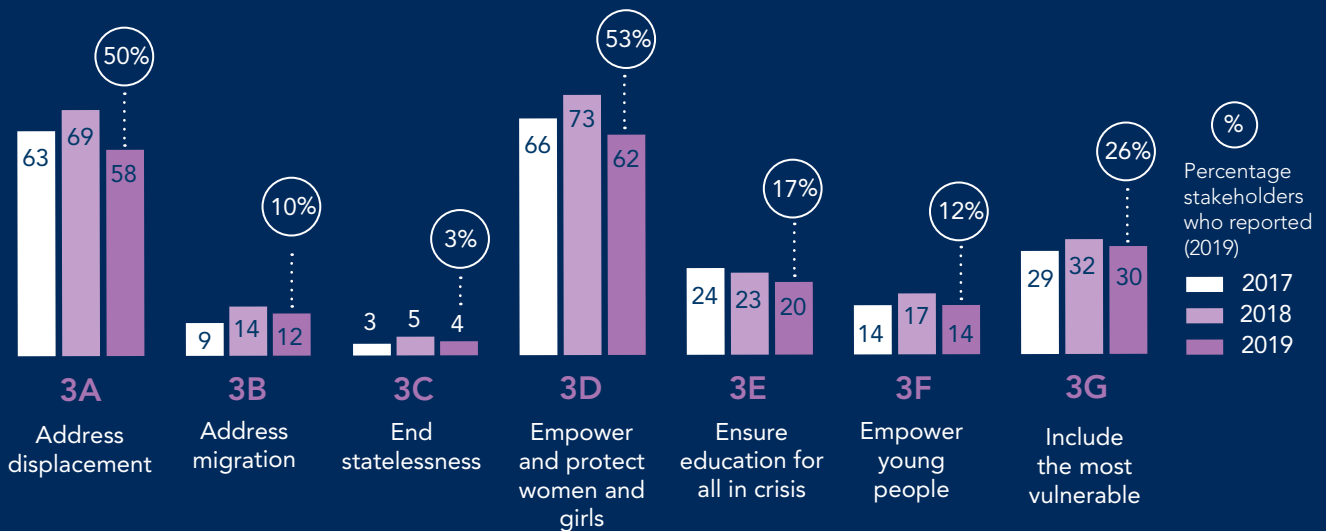
Key takeaways

The longer-term needs of refugees are being more comprehensively addressed, but progress on internal displacement has lagged behind.

High-level normative commitments to gender equality and empowering women and girls have emerged, however these still need to be matched by funding and programming.

Awareness and political action has been mobilized to ensure the inclusion of persons with disabilities in humanitarian action.

Reporting by transformation 2017-2019



Stakeholders

For 2018, 85 stakeholders reported against one or more of the transformations under Core Responsibility Three, documenting their achievements and challenges in delivering more inclusive and empowering aid.

Progress in 2018

Amid ever-growing forced displacement and an increase in global population movements, Member States adopted the Global Compact for Refugees and the Global Compact for Safe, Orderly and Regular Migration in December 2018, building on the momentum of the New York Declaration for Refugees and Migrants. Stakeholders continued to provide more comprehensive support for refugees, and increasingly worked in partnerships across the humanitarian-development pillars to deliver predictable funding and programming to meet both the emergency and longer-term needs of displaced people and host communities. Efforts to improve data and analysis on displacement gained traction, particularly in relation to internal displacement.

Stakeholders continued to mobilize around making humanitarian action more gender responsive. In 2018, new high-level commitments to gender equality were adopted, including the G7 Whistler Declaration on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action. The new Inter-Agency Standing Committee Policy (and Accountability Framework) on Gender Equality and the Empowerment of Women and Girls was rolled-out, and new guidance was developed and launched to improve operational capacity for gender equality programming. Stakeholders directed funding and programming to meet both the short- and longer-term needs of women and girls in crises, and improvements in tracking enabled more accurate analysis and reporting on the extent to which funding includes gender considerations. For the first time, some stakeholders reported taking measures to advance gender parity and promote women's leadership within humanitarian organizations. A core group of committed stakeholders also stepped up funding and political advocacy for sexual and reproductive health rights and services in emergencies.



Fatema fled violence with her husband, parents and seven children. In Myanmar, her husband was a fisherman and they owned farming land. Now, in Kutapalong refugee camp, Cox's Bazaar, she is a seamstress to provide income for her family. Bangladesh. OCHA/Vincent Tremeau

Efforts to make humanitarian action more inclusive of marginalized groups, particularly persons with disabilities, also continued. In July 2018, the first Global Disability Summit was held, generating global and national commitments on disability inclusion. In December, the UN Security Council held an Arria formula meeting to discuss – for the first time ever – issues facing persons with disabilities in armed conflict. In partnership with Organizations of Persons with Disabilities, stakeholders continued to support programming for persons with disabilities with improved guidance and tools, particularly around disaggregated data collection.

Stakeholders have also mobilized awareness, political action and resources for education in emergencies to ensure that children affected by crises, especially girls, do not miss out on school. In addition, they have taken steps to involve young people in humanitarian action and empower them as agents of change.

Overall, a comparison of achievements reported against Core Responsibility Three over time reveals that significant progress has been made since the World Humanitarian Summit in recognizing (at a normative level) the specific needs and vulnerabilities of refugees, women and girls, and marginalized groups, particularly persons with disabilities. Operationally, the most notable progress has been in adopting a more comprehensive approach to supporting refugees, which can be attributed to the powerful combination of concrete measures set out by global political leadership, a clear operational framework that has mobilized financing from non-traditional sources, and strong partnerships, particularly between development and humanitarian actors.

Challenges and gaps

Although 2018 saw an increase in collective advocacy to mark the 20th anniversary of the Guiding Principles on Internal Displacement, global attention and collective action to reduce and address internal displacement has not kept pace with that afforded to refugee situations. Greater international solidarity and commitment is needed to advance the rights and well-being of people uprooted within their own countries, and to support Member States and other relevant stakeholders in improving their approach and response to the issue – with a particular focus on durable solutions. Developing risk mitigation strategies and solutions for cross-border displacement in the context of disasters and climate change also remains a critical gap.

Three years since the World Humanitarian Summit, funding and targeted programming for gender equality still lag behind normative commitments. Efforts to advance gender equality, mainstream gender, and mitigate, prevent and end gender-based violence are still not seen as operational priorities in crisis contexts; even when they are included in humanitarian response planning, they remain under-prioritized and under-funded. In addition, there is limited emphasis on empowering women and increasing their participation, particularly in terms of leading and influencing humanitarian decision-making.

Similarly, although there has been substantial normative progress in including persons with disabilities in humanitarian response, in many cases this has yet to translate into meaningful outcomes on the ground. Continued improvements to humanitarian analysis, planning, response and monitoring are needed to ensure that interventions are disability-inclusive.

Finally, vulnerabilities do not exist in isolation. To be truly effective at addressing needs and ensuring that no one is left behind, humanitarian actors need to expand their capacity for intersectionality, breaking down the silos between displacement, gender, age and disability. Greater attention is also needed to ensure that the rights and needs of other marginalized groups, including those who are persecuted on the basis of their sexual orientation or gender identity, are addressed in humanitarian response.

Reporting over the past three years confirms that these challenges persist. To truly realize the ambition of this Core Responsibility, stakeholders will need to mobilize further political and financial support to translate normative commitments to equity and inclusivity into tangible improvements for people affected by crises.

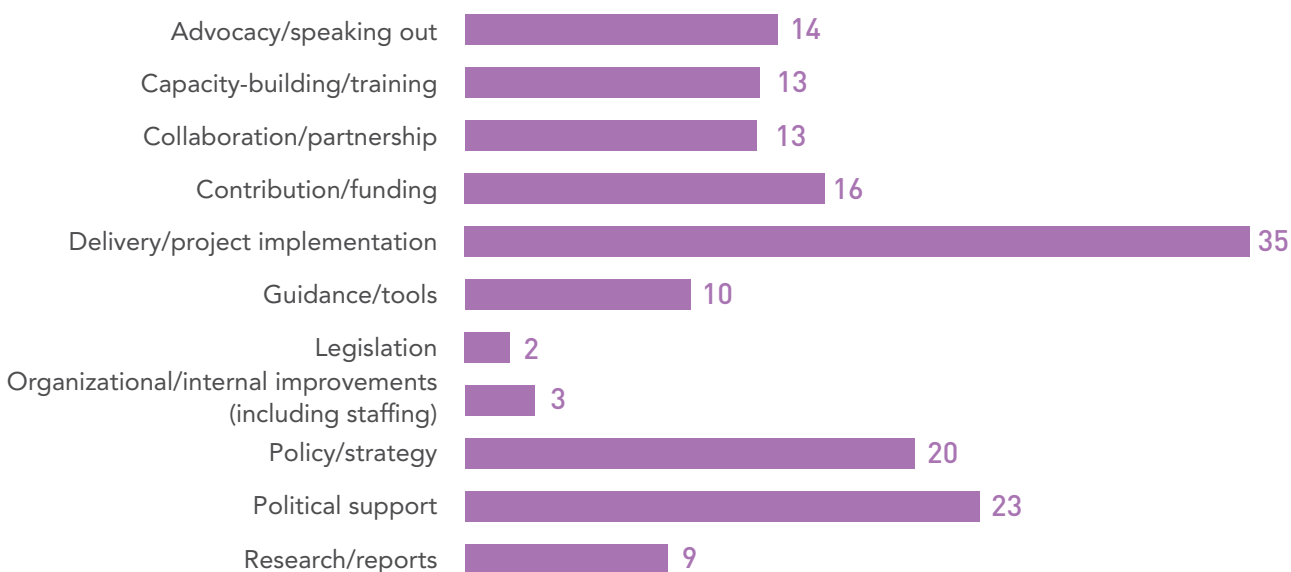
3A: Reduce and Address Displacement

Amidst a decade of growing displacement, the Agenda for Humanity called for global leaders to renew their commitment to protect and support refugees, and to act collectively to reduce internal displacement. It urged the international community to invest in durable solutions and to adopt and fund strategies to meet the short- and long-term needs of displaced people and their host communities, in ways that maintain their dignity and help break the cycle of aid dependency. It also highlighted the need to prepare for the growing risk of cross-border displacement due to disasters and climate change.

Progress in 2018

Fifty-eight stakeholders reported on their progress against commitments to reduce and address displacement during 2018. Many reported funding or providing services, assistance and protection to refugees, internally displaced persons (IDPs) and host communities. While these efforts are vital in meeting the needs and supporting the rights of people affected by displacement, they are too numerous to detail here. What follows is a summary of efforts to advance the broader ambitions of the Agenda for Humanity.

ACTION TYPES TAKEN UNDER TRANSFORMATION 3A



Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html



Displaced children at the protestant church of Saramandja, one of the spontaneous sites established by IDPs in Paoua town. Central African Republic. OCHA/Yaye Nabo Sene

Political action and advocacy for solutions to forced displacement

Collective action on internal displacement

Marking the 20th anniversary of the Guiding Principles on Internal Displacement (GP20), stakeholders launched the three-year GP20 Plan of Action. The initiative aims to advance prevention, protection and solutions for IDPs, with a focus on supporting country-level initiatives and exchanging lessons on internal displacement. It was co-led by the UN Special Rapporteur on the Human Rights of IDPs, OCHA and UNHCR, with the involvement of Member States, other UN entities and non-governmental organizations (NGOs). A number of states, including Norway, advocated for the establishment of a High-Level Panel on IDPs to galvanize global attention and collective action.

Support for the Global Compact for Refugees and roll-out of the Comprehensive Refugee Response Framework

Member States and other stakeholders participated in the lead-up to the adoption by the United Nations General Assembly of the Global Compact on Refugees (GCR) in December

2018. States including Belgium, Canada, Germany, Luxembourg, New Zealand, Norway and Sweden reported lending political support to the GCR's key objectives: developing a more predictable response to refugee crises and a more equitable sharing of responsibility for the welfare of forcibly displaced people. NGOs such as CARE International and Save the Children advocated for the inclusion of specific stakeholder perspectives, ensuring that the GCR addressed gender, child protection and education; and Oxfam International hosted a Refugee Congress in Turkey to support the participation of refugees. Stakeholders also continued to provide financial and operational support to the roll-out of the Comprehensive Refugee Response Framework. Many Member States provided funding and political support to UNHCR in applying the framework at country level.

Resettling and integrating refugees

As in previous years, few reports touched on durable solutions. A handful of Member States reported resettling refugees in 2018, including Canada, Ireland, New Zealand, Spain and Switzerland. Thailand, which is not a signatory to the 1951 Refugee Convention, began drafting legislation for a screening system to identify those

in genuine need of protection and unable to return to their country of origin. NGOs advocated for durable solutions, and supported resettlement programmes and the integration of resettled refugees. The International Rescue Committee (IRC), for example, provided in-person and web-based training to resettlement and integration practitioners from 14 countries, and launched an online platform (Eurita.org) to share resources.

Reducing vulnerability and building resilience of displaced people and host communities

Programming across the humanitarian, development and peace pillars

Stakeholders continued to improve the coherence and predictability of efforts to address the short- and long-term needs of displaced people and host communities across the humanitarian, development and peace pillars (“the three pillars”). At the operational level, UN development and humanitarian entities such as UNDP and UNHCR implemented joint programming across a number of countries involved in regional refugee responses. European Union (EU) humanitarian, development and political actors worked in close collaboration to develop or roll out country-based humanitarian-development-peace action plans and response frameworks for forced displacement, for example, in Uganda, Nigeria and Sudan. At the policy level, WFP supported Governments in integrating refugee and host community vulnerabilities in their strategic reviews and road maps for achieving Sustainable Development Goal 2 (zero hunger), and the EU produced a guidance package for social protection across the humanitarian and development pillars in contexts of crisis and forced displacement.

While the majority of reported efforts were aimed at refugees, stakeholders such as Canada, Denmark, the EU, Germany, Italy and Switzerland funded programmes to increase the resilience of IDPs and host communities in a wide range of countries, including Afghanistan, Iraq, Nigeria, the Philippines, Somalia, Sudan and Ukraine. There was also progress in developing policy solutions for IDPs. For example, the Government of Somalia, with support from the United Nations, donors and NGO partners, began implementing the Durable Solutions Initiative, helping to harmonize approaches across the humanitarian-development-peace pillars and support national actors in

providing durable solutions for IDPs, returning refugees and host communities, all within the framework of Somalia’s National Development Plan. In Ukraine, OCHA, together with other UN and NGO partners, supported the capacity of local authorities to address internal displacement, in line with the national action plan on IDPs.

Promoting employment opportunities and education

A number of stakeholders focused on creating employment opportunities as a means of building the resilience and self-reliance of displaced people. The Philippine Disaster Resilience Foundation supported a job fair in Marawi, with over 3,000 jobs on offer for IDPs and others affected by the recent conflict. In Ukraine, UNDP trained 4,000 IDPs and host community members in business skills. The European Union, the United Kingdom, the European Investment Bank and the World Bank, in partnership with the Government of Ethiopia, agreed to fund a ‘jobs compact’ in Ethiopia, creating new jobs for 70,000 Ethiopians and 30,000 refugees. YUVA worked through the Kirikhan Community Center to provide Syrian refugees and their host communities training and language courses to improve their access to formal employment, helping 1,237 people in 2018. The Youth Initiative for Developing in Africa (YIDA) constructed 3 classrooms in the refugee community school at the Kyaka II camp in Uganda. YIDA also provided early childhood education for 500 refugee children aged 3 to 6 years. Other stakeholders also highlighted support for education, particularly for refugees (see Transformation 3E for more details).

Increasing predictable funding for protracted displacement

In addition to funding partners, Member States financed medium- and long-term measures, such as infrastructure, health care and jobs to reduce vulnerability and build resilience in situations of protracted displacement. This was mainly channelled through multilateral mechanisms including the International Development Association (IDA), the Global Concessional Financing Facility and, for European States, the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa, as well as the EU Facility for Refugees in Turkey. New partnerships also helped to improve predictable and reliable funding for displaced people and



Minova was established spontaneously when hundreds of families fled violence in Goma in 2007. It became an official site in 2012 now hosts 287 families. Democratic Republic of the Congo. OCHA/Eve Sabbagh

host communities. Canada, the World Bank and the Government of Bangladesh launched a partnership to support health, nutrition and basic education services for Rohingya refugees and host communities whereby every US\$1 provided by Canada is matched by \$5 of grant funding from the IDA sub-window for Refugees and Host Communities; the partnership provided an initial \$50 million in 2018 and could generate up to \$480 million in the coming years. The Netherlands launched a €500 million partnership with the World Bank, the International Finance Corporation, ILO, UNICEF and UNHCR to improve long-term prospects for refugees and host communities in eight countries. Germany provided €5 million to the Sanitation for Millions initiative, which aims to improve access to sanitation in countries with high numbers of refugees and IDPs.

Improving data and knowledge on displacement

Improving data and analysis

Reporting in 2018 shows that efforts to improve data and analysis on displacement are gaining momentum. Two notable initiatives focused on building national capacity to collect internal displacement data: the International Recommendations on Refugee Statistics and the accompanying Technical Report on Statistics of IDPs, an initiative co-led by the Joint IDP Profiling Service (JIPS) and the Internal Displacement Monitoring Centre (IDMC); and the Durable Solutions Indicator Library and Analysis Guide,¹ a collaboration between JIPS and the UN Special Rapporteur on the Human Rights of IDPs. The International Organization for Migration continued to share

¹ Based on the Inter-Agency Standing Committee Framework on Durable Solutions for Internally Displaced Persons, these indicators can be used to create a shared evidence base and set joint priorities for comprehensive responses to internal displacement.

data on population movements through their Displacement Tracking Matrix and it worked with the Centre for Humanitarian Data to improve data interoperability. Stakeholders also increased the availability of information at the operational level: iMMAP, for instance, worked on a set of projects to provide data on sub-regional IDP movements and refugee returns. Other initiatives looked at forced displacement more broadly. Denmark announced that it will host the joint UNHCR and World Bank Data Centre for Forced Displacement, supporting it with a contribution of DKK 111 million. The Centre will provide anonymized demographic and socioeconomic data on all populations affected by forced displacement. In late 2018, Save the Children's Migration and Displacement Initiative released a prototype tool that predicts the scale and duration of a forced displacement from the outset of a crisis, providing opportunities for a more preventative approach.

Research

Stakeholders continued to conduct research to improve the global knowledge base on displacement. Concern Worldwide produced a series of studies on displacement, inequality and peacebuilding, drawing on experiences in the Central African Republic, Chad, Somalia, South Sudan and Syria. Luxembourg supported a UNHCR study on overcoming barriers to connectivity in situations of displacement in 20 priority countries. The Overseas Development Institute established the Human Mobility Initiative to investigate knowledge gaps and identify policy options for global migration and displacement. Urban displacement was a theme of several pieces of research: the IRC published the Urban Refugee report, which advocated for collective

action in line with the Urban Crises Charter, and Switzerland funded an urban displacement study by the International Committee of the Red Cross.

Responding to disaster displacement

A wide range of stakeholders, including Canada, Caritas Internationalis and the Philippines Disaster Relief Foundation, reported responding to displacement caused by disasters. Many also advocated for the inclusion of disaster displacement in the GCR and the Global Compact for Safe, Orderly and Regular Migration (GCM) as well as in global frameworks on disaster risk reduction and climate change, for example, through the Task Force on Displacement under the United Nations Framework Convention on Climate Change. Germany established a four-year programme to foster sustainable management of human mobility in the context of climate change and disaster displacement; and OHCHR and partners secured a grant proposal from the UN Trust Fund for Human Security to work on climate change, human security and migration in the Pacific. Meanwhile, Switzerland supported a UNHCR study to assess the relevance of the 1951 Refugee Convention in situations where conflict interacts with climate change/disasters, while UNDP published *Climate Change, Migration and Displacement*, a global overview of the current evidence base on the complex relationships between climate change and human mobility. Stakeholders also continued to support the Platform on Disaster Displacement to improve knowledge, fill data gaps and promote the use of effective practices on a regional level.

Challenges

The scale and complexity of displacement continues to challenge the capacity of national and international actors to operationalize their commitments. In their reporting, stakeholders highlighted the practical challenges of implementing cohesive approaches across the humanitarian, development and peace pillars: the difficulties in coordinating between sectors and across mandates; the lack of financing and the constraints of short-term and heavily earmarked funds; and the complexities involved

in supporting local and national systems. They also emphasized that adopting preventative approaches must not come at the expense of upholding obligations to meet current needs. Finally, stakeholders stressed the need for political leadership, calling on national authorities to fulfil their obligations to IDPs, and advocating for more equitable sharing of the responsibility for caring for refugees – which still falls disproportionately on developing countries.

Achieving the transformation

The GCR represents an unprecedented opportunity for collective action to reduce and address forced displacement across borders. However, the challenges noted above mean that **translating political commitments into tangible improvements in the lives of many displaced people has been slow**. Furthermore, the failure to prioritize solutions to reduce and address internal displacement means that IDPs continue to fall through the cracks.

Moving forward, stakeholders should work collectively to:

- **Implement the Global Compact for Refugees and increase responsibility-sharing:**

Stakeholders must continue to work together to expand solutions for refugees and ensure that their full rights are respected. Member States should provide political and financial support to the full implementation of the GCR, and work with other stakeholders to broaden engagement in the Compact, promote the rights of refugees, and increase equitable responsibility-sharing. States should also support increased refugee resettlement and promote complementary pathways.

- **Increase coherency, coordination and integration:** Operationally, stakeholders should focus on implementing more coherent responses to displacement crises, increasing cooperation and coordination, and further integrating policy, programming and funding across the humanitarian, development and peace pillars. Member States can incentivize this collaboration and support the pursuit of collective outcomes by providing blended humanitarian and development funding and reducing earmarking. Implementing stakeholders should continue to develop and roll out practical tools such as inter-agency guidelines and standard operating procedures, and to increase opportunities to share best practices and lessons learned.

- **Strengthen local, national and regional systems:** Cities, countries and regional bodies in both the global North and South should continue to implement legal and policy changes to enable durable solutions for refugees and IDPs, and to uphold their rights. This can be supported through increased opportunities for dialogue among and between governments and humanitarian, development and financial actors to share experiences and best practices, as well as through the capacity-building of national and local authorities. The roll-out of solutions must also be done with broad engagement from civil

society organizations, private sector partners and key groups such as women's organizations.

- **Support and implement the GP20 Plan of Action:**

Despite the fact that IDPs make up the majority of displaced people, they remain largely overlooked. Stakeholders at the global level should continue to address the root causes of displacement and highlight the urgency of providing durable solutions for IDPs. They should also continue to increase awareness of internal displacement among the international community, including the plight of the millions living in protracted situations of displacement, many of them outside of camp settings, including in urban areas. At a national level, stakeholders should work together to advance the four priority areas of the GP20 Plan of Action: improve the participation of IDPs in decision-making, develop or strengthen national laws and policies on internal displacement, ensure quality data and analysis for informing decision-making, and support solutions to protracted displacement.

- **Ensure quality data and analysis drives decision-making and helps fill knowledge gaps:** There has been an increase in the available data on displacement over the past few years, filling a critical gap. Stakeholders should continue collecting and providing reliable, timely and disaggregated data (by sex, age, disability and location), focusing on improving the quality, accessibility and comparability of data. This should be supported with adequate funding and, where appropriate, carried out in cooperation with IDMC and with technical support from JIPS. Decision makers at all levels should ensure that policies and strategies are informed by the best available evidence. In addition, stakeholders should develop a better understanding of the displacement cycle and the relationship between internal displacement, migration, refugees and asylum seekers.

Assessing progress



Although there has been an increase in the available data on displacement in recent years, there are persistent legal, technical and coordination challenges that hinder the production of accessible and comparable data on refugees, IDPs and other groups of displaced people. The March 2018 adoption by the UN Security Council of two key documents produced by the Expert Group on Refugee and IDP Statistics (EGRIS), the International Recommendations on Refugee Statistics and the Technical Report on Statistics for IDPs, is an important step towards addressing these challenges at a global level and filling data gaps that currently hinder collective approaches to stocktaking. The GP20 Plan of Action also offers an opportunity to increase knowledge and share learning on addressing internal displacement.

The ongoing development of indicators for the Global Compacts on Refugees and on Safe, Orderly and Regular Migration will provide tangible frameworks for monitoring and assessing

collective progress on addressing forced displacement and migration across borders. However, neither the GCR nor the GCM include outcomes that are relevant to assessing collective progress on internal displacement; this remains a major gap. Comprehensive data and indicators on cross-border movements in the context of disasters and climate change are also lacking.

3B: Address migration

Twelve stakeholders reported on their 2018 achievements against Transformation 3B: Address Migration. Providing assistance and protection to migrants was also an important theme in reporting against Transformation 3A: Address and Reduce Displacement.

Stakeholders who reported this year expressed their strong support for the Global Compact for Safe, Orderly and Regular Migration, which was adopted in December 2018. Stakeholders hosting significant numbers of migrants, including El Salvador, the EU, Greece, Italy and Thailand, reported on measures to provide assistance to vulnerable migrants, particularly children and non-accompanied minors, and to protect them from violence, discrimination and other forms of abuse. El Salvador, for example, carried out a mapping of manuals, protocols, instruments of protection and networks for migrant children, and established focal points for migrant children in governing institutions. Greece bolstered efforts to prevent migrants and asylum seekers from becoming victims of human trafficking. Thailand strengthened legal protection for fair working conditions and living standards for migrant workers, ratifying the 2014 Protocol to the Forced Labour Convention (1930, P29), and became the first country in Asia to ratify the Work in Fishing Convention (2007, C188).

Stakeholders also invested in improved approaches to addressing migrants' needs. The Council of Europe trained civil servants, police and other Member State officials on the human rights of migrants and refugees. IOM conducted awareness, coordination and capacity-building events on migrants' inclusion in emergency management in 32 locations, and OHCHR published a set of principles and guidelines on human rights protection for migrants in vulnerable situations.

3C: End statelessness

Three Member States and UNHCR reported on progress to end statelessness. Canada and the United Kingdom engaged in advocacy to prevent and end statelessness, and provided funding and other support to UNHCR's #IBelong Campaign. In 2018, Spain ratified the 1961 Convention on the Reduction of Statelessness and began preparations for the European Regional Statelessness Conference, which it will host in 2019. UNHCR provided technical support to 11 States to reform aspects of nationality legislation, policies and procedures that could lead to statelessness; it reported that, during 2018, 56,400 stateless people acquired nationality or had their nationality confirmed. A new inter-agency working group on statelessness involving, among others, IOM, OHCHR, UNDP, UNFPA, UNHCR, UNICEF, UN Women and the World Bank was established to help encourage system-wide collaboration in addressing statelessness.

3D: Empower women and girls

The Agenda for Humanity called for the full and equal participation of women in humanitarian action, demanding that all humanitarian actors be held accountable for meeting the distinct needs of women and girls. It also called for humanitarian action to be delivered in ways that empower women and girls, allowing them to live dignified, independent lives. At the World Humanitarian Summit (WHS), leaders from Member States and humanitarian organizations made a total of 509 commitments specifying targeted actions for gender equality and women and girls' empowerment, including five core commitments made under the high-level round-table.

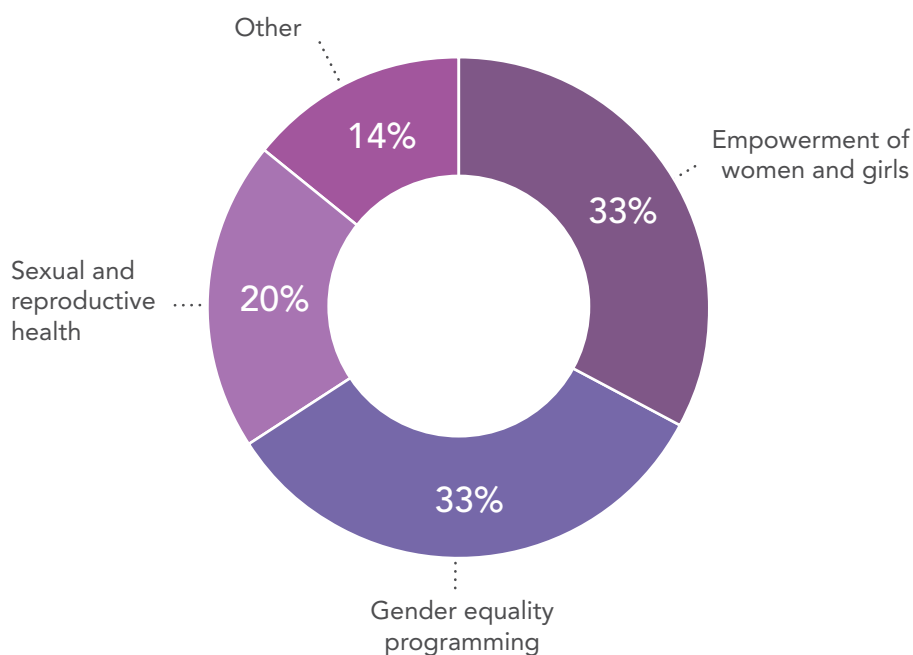
Progress in 2018

In the three years since the WHS, stakeholders have made important progress in making normative standards and frameworks more gender responsive. However, funding and targeted humanitarian programming for gender equality still lag behind.²

Just over half of all stakeholders who submitted reports in 2018 reported on activities under Transformation 3D. Gender was also an important cross-cutting theme across all reporting; this chapter should be read in conjunction with the sections on women, peace and security in Chapter 1, and gender-based violence (GBV) in Chapter 2.

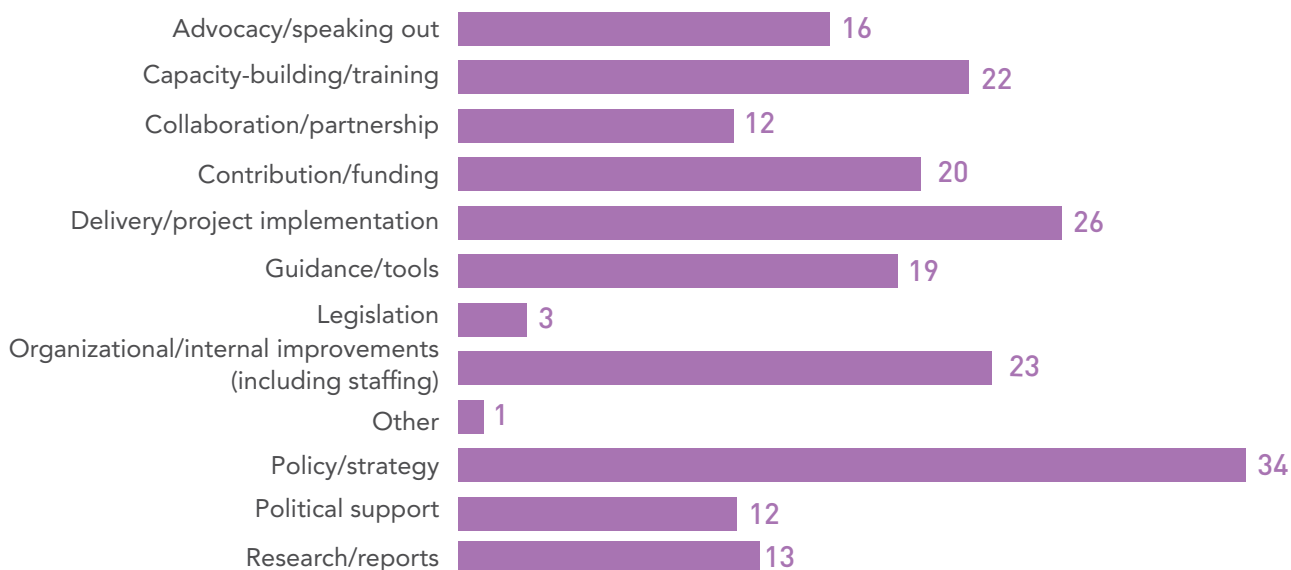
² For an analysis of progress and persistent challenges, see: https://reliefweb.int/sites/reliefweb.int/files/resources/Analytical%20Paper_Gender.pdf

BREAKDOWN OF REPORTING ON 3D BY PERCENTAGE



Source: internal analysis of PACT self-reports

ACTION TYPES TAKEN UNDER TRANSFORMATION 3D



Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html

Advancing accountability for gender equality

Adopting policy commitments and tracking progress

During 2018, Member States further entrenched gender equality in humanitarian policies. Under Canada's leadership, the Group of Seven (G7) countries adopted the Whistler Declaration on Gender Equality and the Empowerment of Women and Girls in Humanitarian Action. The Declaration recognizes the importance of advancing gender equality in all humanitarian responses, identifies women and girls as key agents of change, and commits G7 countries to drive reform in their own organizations and with partners. Ireland developed a new policy for international development that focuses on gender equality as one of four priority areas; Spain's new Strategy for Humanitarian Action includes several priority actions on gender equality; and New Zealand and the United Kingdom adopted new gender policies that include commitments to empower women and girls.

To increase accountability for delivering on commitments, stakeholders developed a number of frameworks and tools. In 2018, the Inter-Agency Standing Committee's (IASC) 2017 Policy (and Accountability Framework³ on Gender Equality and the Empowerment of Women and Girls was

rolled out, and a Gender Desk was established within UN Women to carry out system-wide monitoring of adherence to the Policy. UNHCR developed self-assessment tools to support the operationalization of its new Gender, Age and Diversity Strategy; and the Core Humanitarian Standard (CHS) Alliance published data tracking members' progress against its Gender and Diversity Index.

Stakeholders introduced new gender markers to track programming and funding in humanitarian responses. In fact, many Member States, such as the Netherlands and Sweden, now require their partners to use gender markers in their projects. The IASC launched its revised Gender with Age Marker (GAM) in 2018 to improve tracking of gender responsiveness and financial allocations in programmes, and to ensure reflections on gender equality programming at both monitoring and design phases of projects. Malteser International developed new guidelines for incorporating gender and age markers – beyond those required by donors. In addition, a number of organizations rolled out their own gender markers, including Save the Children, Plan International and UNRWA.

³ <https://interagencystandingcommittee.org/gender-and-humanitarian-action/documents-public/iasc-policy-and-accountability-framework-gender>

Funding for gender equality programming

Policy commitments can only be implemented with adequate funding. Many Member States, including Austria, Denmark, Ireland, Italy, Lithuania, Switzerland and Turkey, channelled funds to organizations and programmes working to improve gender equality and provide assistance and protection to women and girls. Germany and Japan supported UN Women-led projects to increase the participation and leadership of crisis-affected women in humanitarian planning and programming. A number of Member States also supported programmes across the humanitarian, development and peace pillars, recognizing the long-term nature of gender-transformative action. Denmark, for example, provided \$9.2 million to WFP to integrate food security with gender equality programming, sexual and reproductive health services, and GBV prevention in eight countries.

Improvements in tracking enabled more accurate reporting on the extent to which funding includes gender considerations. Many donors integrated gender into their aid budgets, with some achieving very high levels of gender mainstreaming: Canada and Switzerland, for example, reported that 93 per cent and 68 per cent, respectively, of their global assistance

funding incorporated gender equality. Gender considerations were also prioritized in multilateral funding by United Nations entities and pooled funds. UNDP reported that 50 per cent of its funding went to projects that were significantly contributing to gender equality – a 5 per cent increase from the previous year. OCHA reported that, in 2018, 72 per cent of projects funded by the Central Emergency Response Fund (CERF) and 78 per cent of allocations from Country-Based Pooled Funds were designed to contribute significantly to gender equality (Gender Marker 2a); an additional 21 per cent of CERF-funded projects had gender equality as a primary aim (Gender Marker 2b).

Funding women's organizations

Recognizing the vital role of women-led initiatives, Member States, including Austria, Lithuania and Spain, funded women's organizations through the Women's Peace and Humanitarian Fund, a programme managed by UN Women; in 2018, the Fund invested \$3.7 million in 24 women's organizations providing humanitarian assistance in seven countries. The European Union (EU)–UN Spotlight Initiative funded projects to support the capacity of local women's organizations to end violence against women and girls, particularly in

Women wait in line for aid distribution in Cox's Bazaar, Bangladesh. OCHA/Vincent Tremeau



Latin America and Africa. Oxfam International calculated that approximately €1.7 million of its funding went to women's rights organizations.

Empowering women and promoting women's leadership

Empowering women and girls, and building resilience

A number of stakeholders worked to empower women and girls, and build resilience through education, training and livelihoods initiatives. UNDP supported nearly 1.3 million women to access jobs and improve livelihoods in 25 crisis and post-crisis contexts, and UN Women provided 61,500 women in 33 crisis-affected countries with livelihoods support. Germany provided training to help Syrian women develop livelihoods cooperatives and integrate them into sustainable value chains, and UNHCR helped women in north Kivu to set up a factory for affordable menstrual hygiene products, providing economic opportunities while meeting an important need. Save the Children created 'girl friendly spaces' for Rohingya refugees, where adolescent girls were taught important life skills to build resilience and reduce the risk of early-marriage.

Promoting women's leadership

Stakeholders worked to promote women's leadership at all levels. Kesh Malek, a Turkish

NGO, implemented a programme to encourage Syrian women to take up leadership positions across a range of sectors. As a result of WFP's Purchase for Progress Initiative, women now hold nearly half of the leadership positions in WFP-supported farmer's organizations. Stakeholders also focused on the leadership role that women play in preparedness and disaster risk reduction (DRR). For instance, the All India Disaster Management Institute supported women's groups to create DRR action plans in response to risks they identified in their communities. Austria organized an assembly of the Women Exchange for DRR (we4DRR) network, bringing together female experts to highlight the role of gender in disaster risk management. UN Women worked with national and local authorities, UN partners and local civil society, including women's groups, to develop gender-inclusive DRR and resilience measures in 39 countries.

Advancing gender equality in humanitarian organizations

For the first time, a handful of stakeholders reported on how they are advancing gender parity and actively promoting women's leadership within humanitarian organizations. Some focused on increasing the number of female staff in field operations. Christian Aid and its partners, for example, increased the number of female staff in South Sudan by 50 per cent; Germany provided

Girls sitting outside the Jalalabad hospital (2019). Afghanistan. OCHA/Matteo Minasi





Women outside the International Rescue Committee's Comprehensive Women Centre at an IDP camp in Gwoza, Nigeria. OCHA/Yasmina Guerda

funding to train and recruit women deminers in Ukraine, leading to an increase in the female workforce from 8 per cent in 2017 to 18 per cent in 2018. Others took an organization-wide approach, with some, including Christian Aid and the International Rescue Committee (IRC), rolling out self-assessment tools to help monitor their progress towards gender equality. Caritas Internationalis conducted a staff survey on the status of women across its global workforce and produced recommendations on gender equality for the entire Caritas Confederation. Many stakeholders provided staff training on gender equality and inclusion. Some created additional mechanisms, recognizing the limited impact of training alone on transforming organizational culture. IRC, for example, designated 222 staff members as official gender equality champions and created female-only working groups to help identify gaps in support for female staff.

Improving capacity and guidance for gender equality programming

Building capacity

Stakeholders in 2018 took steps to improve the humanitarian sector's capacity for gender analysis, mainstreaming and programming. Human resources were at the heart of these efforts, with stakeholders deploying experts to improve response capacities and provide training. Member States, including Ireland and Spain, supported the Gender Capacity Standby Project, hosted by OCHA, which deployed gender experts in 17 humanitarian emergencies. UN Women facilitated the deployment of 21 experts on gender in humanitarian action, and Ireland deployed rapid response child protection and GBV experts in three crises. In addition, many stakeholders worked with partners and community leaders to build capacity on gender equality.



IDP Schoolgirls in lesson at the Al Ghafqi school, Aden. Many of the students arrived with their families from the Taiz and Al Hudaydah region having fled fighting. Yemen. OCHA/Giles Clark

Developing guidance and sharing knowledge

Stakeholders continued to provide guidance and tools for gender equality and women’s empowerment. As co-chairs of the IASC Gender Reference Group, Oxfam and UN Women led the roll out of the updated IASC Gender Handbook.⁴ Plan International produced recommendations on supporting the needs of adolescent girls in protracted crises. UNDP developed guidance on Advancing Gender Equality and Women’s Empowerment in Crisis and Recovery Settings, and OHCHR published a manual on Integrating a Gender Perspective into Human Rights Investigations. The Women’s Refugee Commission (WRC) houses and supports the Global Campaign for Equal Nationality Rights, which produced a guide for policymakers in African countries on eliminating gender discrimination in nationality laws, with funding from Sweden.

Stakeholders also provided opportunities to increase knowledge-sharing. For example, IOM and WRC launched the Women in Displacement online platform, which provides a space for camp management practitioners to share strategies and tools for enhancing the participation of displaced women and girls in camp governance structures.

Improving data and analysis

Stakeholders reported on their efforts to improve the availability of data and the use of gender analysis to plan, implement and assess humanitarian programmes. According to OCHA, 31 per cent of 2018 Humanitarian Response Plans fully integrated gender analysis and a further 68 per cent integrated gender analysis to some extent. To strengthen field-level data and analysis, FAO prepared guidance and provided technical advice for staff and partners to support the collection of sex- and age-disaggregated data and the formulation of gender-sensitive indicators for measuring vulnerability and resilience. At the policy level, Member States called for a greater analysis of gender in programming: Denmark, for instance, now requires its partners to integrate gender in humanitarian needs assessments for all sectors, while Germany’s partners are required to collect data disaggregated by sex, age and disability. Stakeholders also worked to mainstream gender into high-level humanitarian processes: CARE International identified appropriate gendered indicators for several Grand Bargain workstreams, and the United Kingdom helped introduce voluntary reporting on gender in the follow-up to the Grand Bargain.

⁴ <https://interagencystandingcommittee.org/gender-and-humanitarian-action/content/iasc-gender-handbook-humanitarian-action-2017>

Supporting sexual and reproductive health in crises

In 2018, 28 stakeholders reported on their efforts to ensure that women and girls in crises have access to sexual and reproductive health (SRH) services.

Funding for sexual and reproductive health and rights (SRHR)

Austria, Belgium, Canada, Denmark, the EU, Germany, Luxembourg, the Netherlands, New Zealand and the United Kingdom provided funding and political support, as well as advocating for SRHR in global policy forums. Funds were channelled through a number of partners, including UNFPA, the International Planned Parenthood Federation, UN Women, UNHCR, UNICEF and WHO. In addition, the United Kingdom funded WHO to develop a global monitoring framework for SRHR in crises to improve the quality of data and drive global accountability.

Training and innovating to improve SRH outcomes

Stakeholders worked to improve the quality and outcomes of SRH services, training humanitarian responders and supporting the

capacity of partners and health workers through new guidance and tools. UNFPA trained more than 5,600 practitioners in 41 countries on the Minimum Initial Service Package for reproductive health and, in partnership with OHCHR, supported capacity-building on SRHR for 24 civil society organizations from eight countries in Southern Africa. Save the Children conducted regional training sessions with humanitarian actors on adolescent SRH. The Inter-Agency Working Group on reproductive health in crises, hosted by WRC, revised its Inter-Agency Field Manual on Reproductive Health in Humanitarian Settings, and Plan International piloted a tool to assess Menstrual Hygiene Management needs in the early stages of a crisis.

Stakeholders also worked in partnership to implement innovative approaches to SRH. The United Kingdom tested new approaches for SRH service delivery in crisis contexts via the Amplify programme and UK Aid Connect, and worked with the Guttmacher Institute on research into safe abortion care in crisis-affected populations. UNHCR, with the support of the Bill and Melinda Gates Foundation, rolled out innovative, low-cost practices to improve maternal and newborn care in refugee operations.

Challenges

A number of persistent challenges have impeded progress in translating commitments into tangible results. Half of all stakeholders who reported on transformation 3D in 2018 cited a lack of gender and/or vulnerable group inclusion as a key challenge. Stakeholders highlighted that, despite progress in embedding gender equality in humanitarian policy and standards, efforts to advance gender equality, mainstream gender, and mitigate, prevent and end GBV are still not seen as operational priorities. Some stakeholders noted that this is partly due to persistent patriarchal norms and entrenched structures within the humanitarian system, which mean that efforts to address women and girls' needs and empower them in crises remain siloed and underfunded. In addition, few reported efforts focused on empowering women, and increasing their participation and influence in humanitarian decision-making. Stakeholders also encountered resistance at country level and with national partners – but also among international partners and some donors – to issues such as

gender-transformative action, SRH rights and the empowerment of women. Finally, reporting was still very weak on considerations of other factors that can lead to multiple and intersecting forms of discrimination, including age, disability, sexual orientation and gender identity.

As in previous years, stakeholders highlighted the lack of human resources and capacity among the top challenges to implementing their commitments. Organizations reported lacking staff with expertise in gender equality, gender-responsive programming and analysis, and GBV prevention and response. This was compounded by lack of funding to hire experts and invest in capacity-building measures for staff, partners and women-led organizations. Finally, the lack of quality data and analysis remained a persistent challenge. This year, a number of stakeholders highlighted how the lack of data made monitoring results and impact more difficult. As in previous years, stakeholders also stressed the need for data disaggregated by sex and age to inform response, analysis and planning.

Achieving the transformation

To increase accountability for advancing gender equality in humanitarian action and operationalize commitments to empower women and girls, stakeholders should consider the following practical recommendations:

- **Let women lead:** Stakeholders called for more women in leadership roles across the humanitarian, development and peace pillars as well as women-led localization efforts. In practice, this entails partnering with and funding women-led organizations, in line with the principles of the Grand Bargain and the Charter for Change. It also means ensuring that women are more represented in humanitarian organizations, that humanitarian work is more inclusive and safer for women, and that feminist leadership becomes the norm.

- **Invest in women and girls:** Gender equality should be prioritized in all stages of response, and resourced at both global and field levels. This means dedicating funding for gender expertise, both at the outset of crises and on an ongoing basis; that gender analysis and sex- and age-disaggregated data collection is routinely conducted; and that leaders, staff and partners have the capacity to implement norms and standards on gender and GBV.

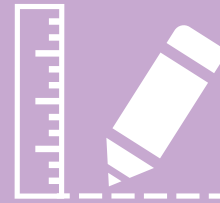
- **Improve coordination on gender analysis and capacities:** At country level, gender analysis should inform every stage of the programme cycle. Humanitarian Country Teams and other partners should improve coordination, pool resources and technical expertise, and agree on common standards for data-collection to enable joint gender analysis across sectors and clusters. Organizations should also share tools and resources for gender and

protection, collaborate to enhance human resource capacity at country level, and create opportunities to share learning and best practices.

- **Monitor progress and increase accountability:** More effective evaluation frameworks and more rigorous monitoring of gender equality commitments are needed, particularly at the operational level. Stakeholders also called for greater buy-in for collective progress assessments such as the IASC Accountability Framework on Gender Equality and the Empowerment of Women and Girls, and for system-wide reporting and follow-up on gender equality, protection from GBV, and the prevention of sexual exploitation and abuse.

- **Strengthen sexual and reproductive health:** SRH services and protective measures for women and girls should be standard as part of humanitarian planning, appeals and preparedness. At the global level, increased collective attention is needed to ensure that SRH is mainstreamed into humanitarian and development policies, and that funding is provided for their operationalization. At country level, stakeholders should coordinate with and develop the capacity of national and local service providers – both in terms of preparedness and response.

Assessing progress



Although there has been important progress in developing policies and standards on gender equality, women's empowerment, GBV prevention and SRHR, there is currently no comprehensive and systematic monitoring of the extent to which these are being collectively implemented within humanitarian action. The forthcoming IASC humanitarian evaluation on gender equality and the empowerment of women and girls (commenced in June 2019) will provide an important baseline for assessing progress towards gender-responsive humanitarian programming; the evaluation will analyse the collective use of gender strategies and policies by IASC organizations, and the financial resources allocated to these. In coming years, progress reports⁵ against the IASC Gender Accountability Framework will provide an ongoing assessment of collective performance. The adoption of the Gender with Age Marker (GAM) as the standard for all IASC member agencies will also help to measure the extent to which the humanitarian system as a whole takes into account the needs of women and girls.

Tracking funding to gender equality programming, and GBV prevention and response, would also provide an indication of overall support for this transformation. A forthcoming study by UN Women and UNFPA to determine

the current level of funding towards gender equality and the empowerment of women and girls across major humanitarian funding mechanisms will help to establish a baseline for measuring progress.

In the long run, there may be scope for aligning progress monitoring in some areas, such as those experiencing protracted crises, with efforts under Sustainable Development Goal 5, which includes indicators related to GBV, SRH, and women's participation and leadership. These will provide important indications of whether collective efforts are leading to impacts beyond the results achieved by individual projects.

⁵ https://interagencystandingcommittee.org/system/files/iasc_af_gender_report_2018.pdf

3E: Eliminate Gaps in Education for Children, Adolescents and Young People

The World Humanitarian Summit generated important momentum around education in crises. At the Summit, stakeholders rallied around the Agenda for Humanity's ambitious call that no child should miss out on their education because of conflicts or disasters. In 2018, stakeholders continued to demonstrate their commitment to supporting education for children, adolescents and young people affected by crises. Thirty-four⁶ stakeholders reported on efforts across different transformations of the Agenda for Humanity to provide access to safe education to children in need.

Progress in 2018

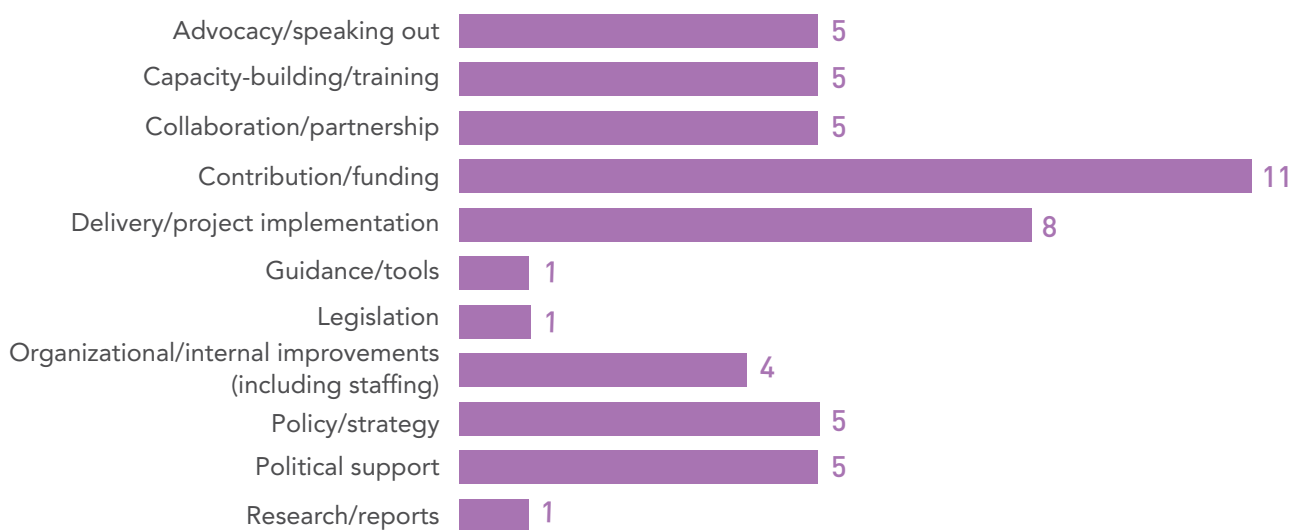
Funding for education initiatives

In 2018, donors increased funding for education in fragile and crisis contexts. At the G7 Summit in Canada, participating Member States pledged a total of \$3.8 billion⁷ to improve access to education for girls and women, particularly those living in conflict and crisis situations. Donors continued to channel funding through multilateral initiatives and partnerships, in particular the Education Cannot Wait fund, the Global Partnership for Education, and the No Lost Generation initiative for Syrian children. As of November 2019, Education Cannot Wait had mobilized \$560 million from 15 public and private donors, and was supporting education programmes for 1.4 million children and youths in 18 crisis-affected countries. The European Union (EU) continued to scale up its funding for education in emergencies reaching 8 per cent of its total humanitarian budget. Many donors also increased the predictability

⁶ Twenty stakeholders reported specifically on Transformation 3E, and an additional 14 stakeholder included education in their reports on other transformations.

⁷ G7 Member States also pledged a further \$527 million during the General Assembly in September 2018

ACTION TYPES TAKEN UNDER TRANSFORMATION 3E



Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html

of their support: Germany, for example, provided multi-year funding to UNICEF projects working to deliver quality basic education. Portugal launched the Rapid Response Mechanism for Higher Education in Emergencies, a multi-stakeholder platform/partnership that uses blended financing strategies for levying additional, long-term resources to support students whose education was interrupted by crises.

Gender equality programming in education

Stakeholders continued to support efforts to eliminate the gender gap in education in crises. Led by Canada, the G7 Member States adopted the Charlevoix Declaration on Quality Education for Girls, Adolescent Girls and Women in Developing Countries, pledging to minimize the disruption to schooling in crises, especially for girls, and to improve access to quality education for girls and women in the early stages of humanitarian response and peacebuilding efforts. Stakeholders also supported initiatives to increase the enrollment of girls in primary and secondary school. Turkey continued to provide conditional

cash transfers to Syrian refugee families who send their children to school, providing higher amounts for girls. Ireland supported projects to address barriers to education for adolescent girls in Uganda, and enhance education for vulnerable girls in Malawi and Zambia. Education Cannot Wait launched its Gender Strategy in 2018 to advance gender equality in education in emergencies; by the end of 2018, nearly half of all Fund beneficiaries were girls.

Access to education for refugee and forcibly displaced children

As in previous years, stakeholders focused on supporting education for refugee and displaced children, who are more likely to miss out on school. Through the No Lost Generation initiative, Member States supported education projects for children in Syria, and Syrian refugees in Iraq and other host countries. UNRWA provided education to 532,857 children in Gaza, Jordan, Lebanon, Syria and the West Bank. Germany supported education projects for refugees and migrants in Greece and Lebanon. The International Rescue Committee began implementing an

More than 49,000 students were affected by the Mayon Volcano eruption. At Bagumbayan Central School, a classroom full of students during the day turns into an evacuation centre in the evening. The Philippines. OCHA/G. Arevalo



early childhood development programme in collaboration with Sesame Workshop and other partners, providing a locally adapted version of Sesame Street and free educational resources to children and caregivers affected by displacement in Iraq, Jordan, Lebanon and Syria.⁸ The Education Cannot Wait Fund supported 459,510 refugee children and 386,379 internally displaced children with formal and non-formal education in 18 countries. At the global level, Canada, Norway, Concern Worldwide and InterAction advocated for the inclusion of refugee education in the Global Compact on Refugees (GCR); UNHCR also highlighted the opportunity presented by the GCR for facilitating access to education for children and youth from refugee communities.

Quality education

Stakeholders continued efforts to improve the quality of education in emergencies by supporting national education sector partners and teachers. Right to Play, for example, developed a gender-responsive, play-based learning teacher-training programme, which it delivered in partnership with the Ministries of Education in conflict-affected areas in Burundi and Mali. Stakeholders also supported humanitarian practitioners in delivering quality programming: Save the Children, as co-lead (with UNICEF) of the Global Education Cluster (GEC),⁹ managed the Global Helpdesk, which responded to 90 requests for support with emergency education programming from 28 countries. In addition, the GEC delivered five core-skills training sessions to 125 people from 22 countries to boost the quality of education programme delivery. World Vision International launched an online course on conflict-sensitive education and provided training to its staff on the latest approaches to education in emergencies.

Enhancing safety in schools

Stakeholders also continued efforts to ensure that schools are safe places. The All India Disaster Mitigation Institute (AIDMI) implemented projects to strengthen disaster risk reduction in schools and educate teachers on school safety: it conducted school safety trainings in Ahmedabad, Gandhinagar and Raipur for around 195 educators. The Maggie Program built two proprietary shelter dorms at Les Lionceaux School in south Cameroon, aiming to increase the safety of students by providing a safe boarding option. A number of stakeholders reported on their efforts to protect students, teachers and schools

during times of conflict through political support for the Safe Schools Declaration; Luxembourg and UNICEF urged Member States to endorse and implement the Declaration. Education Cannot Wait provided funding to the Global Coalition to Protect Education from Attack to support global advocacy on the Safe Schools Declaration and strengthen data collection and analysis on attacks on schools and universities. Spain hosted the 3rd International Conference on Safe Schools in May 2018, which focused on gender equality and monitoring the progress of Member States towards Sustainable Development Goal 4: Quality Education.

Challenges

Despite the achievements in 2018, there are still significant gaps in education for children and young people affected by crises. Stakeholders identified a number of common barriers to progress, including limited funding, a lack of relevant data (particularly for education systems in refugee camps and host countries) and poor coordination between humanitarian and development programmes. In addition, a lack of suitable infrastructure for students with disabilities, and prevailing gender inequalities – sustained in part by discriminatory social norms – continue to impede access to education. Many stakeholders noted that, as well as increased funding, achieving collective progress requires investment in national education systems rather than individual projects.

⁸ With support from the MacArthur Foundation and the LEGO Foundation; Sesame Workshop also delivers a similar programme in Bangladesh in partnership with BRAC (formerly known as the Bangladesh Rehabilitation Assistance Committee).

⁹ Clusters are groups of humanitarian organizations, both UN and non-UN, in each of the main sectors of humanitarian action – in this case, the education sector.

Achieving the transformation

To improve the quality and accessibility of education, stakeholders should work collectively to:

- **Ensure predictable and long-term funding:**

There is a need for more long-term funding to ensure that existing initiatives are fully realized and sustained, and to close gaps in coverage. Member States should prioritize funding to improve access to and the quality of education through domestic resourcing and coordinated humanitarian and development financing; multilateral initiatives such as the Global Partnership for Education and Education Cannot Wait should be fully funded to ensure that the most vulnerable children are reached. Predictable funding is also critical for generating research and good practice.

- **Improve data collection and analysis:**

Stakeholders should step up efforts to collect data on the state of education in fragile and crisis situations as well as on the children affected. This should involve fostering partnerships with educational authorities and providers to generate context-specific data, disaggregated by sex and age, and ensure the inclusion of marginalized groups in data collection efforts.

- **Ensure education planning is gender-responsive and inclusive:**

In order to close the gender gap and unlock the benefits of education for both girls and boys, gender equality must be considered at every stage of the planning cycle. Education interventions must identify gender barriers and ensure that strategies and policies are put in place to address them, including developing the gender analysis capacities of national authorities and local partners. Equally, education interventions must ensure that children with disabilities have access to education and are provided with the support they need to learn effectively.

- **Improve multi-stakeholder coordination:**

Strengthening collective action is key to achieving the transformation, particularly in terms of ensuring long-term funding and coherent programming for building the capacities of local authorities and education providers. Focusing on collective outcomes allows individual stakeholders to use their comparative advantage to work more effectively towards a common objective.

Assessing progress



In the coming years, monitoring against SDG 4 Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all, will provide insights into collective progress. Relevant SDG indicators include: (4.2.2) 'participation rate in organized learning, by sex'; (4.5.1) 'parity indices'; and (4.6.1) 'proportion of population in a given age group achieving at least a fixed level of proficiency in functional literacy and numeracy skills, by sex'.

Nonetheless, there are likely to be gaps in educational data for countries affected by humanitarian crises. Tracking education funding to crisis-affected countries through global initiatives such as Education Cannot Wait and the Global Partnership for Education, as well as from inter-agency appeals, may, in some circumstances, serve as a proxy.

3F: Empower young people¹⁰

For 2018, 15 stakeholders reported on efforts to involve young people in humanitarian action and empower them as agents of change. Meeting the needs of and empowering adolescent girls was a particular theme in 2018. Under Canada's leadership, participating Member States committed to the G7 Whistler Declaration on Unlocking the Power of Adolescent Girls for Sustainable Development, which recognizes the importance of adolescence as a critical period of empowerment. The Women's Refugee Commission built the capacity of partners to identify the most vulnerable girls in emergencies and strengthen their resilience in situations of protracted displacement. Mercy Corps, with funding from Ideo.org, worked with Syrian adolescent girls to co-design an open-source toolkit that provides information on sexual and reproductive health.

The Compact for Young People in Humanitarian Action,¹¹ which now has over 50 signatories, continued to mobilize investment in young people and encourage partners to place the rights and needs of youth at the forefront of humanitarian response. Compact partners such as Germany and Reach Out to Asia supported initiatives to build the skills and capacities of young people affected by crises, and empower them to engage in civic activities and non-violent conflict resolution. Other stakeholders also emphasized skill-building. The Humanitarian Open StreetMap Team trained young people in mapping and other technical skills, and Catholic Relief Services trained young people in or at-risk of crises in life, leadership and employability skills.

¹⁰ Also see Chapter 1 for reporting on the Youth, Peace and Security Agenda.

¹¹ The Compact was co-convened by UNFPA and the International Federation of the Red Cross and Red Crescent Societies. For more details on the Compact's achievements, see: https://www.unfpa.org/sites/default/files/pub-pdf/UNFPA_PUB_2018_EN_Compact_Report-Igniting_Hope.pdf

Local Yemeni boys pose before playing football on the beach in Aden. Yemen. OCHA/Giles Clark



3G: Include the most vulnerable

Efforts to make humanitarian action more inclusive gathered pace in 2018, with a renewed focus on developing and operationalizing policy commitments to include and empower the most marginalized, particularly persons with disabilities. Thirty stakeholders reported against transformation 3G, and inclusion was a cross-cutting theme across other transformations.

Progress in 2018

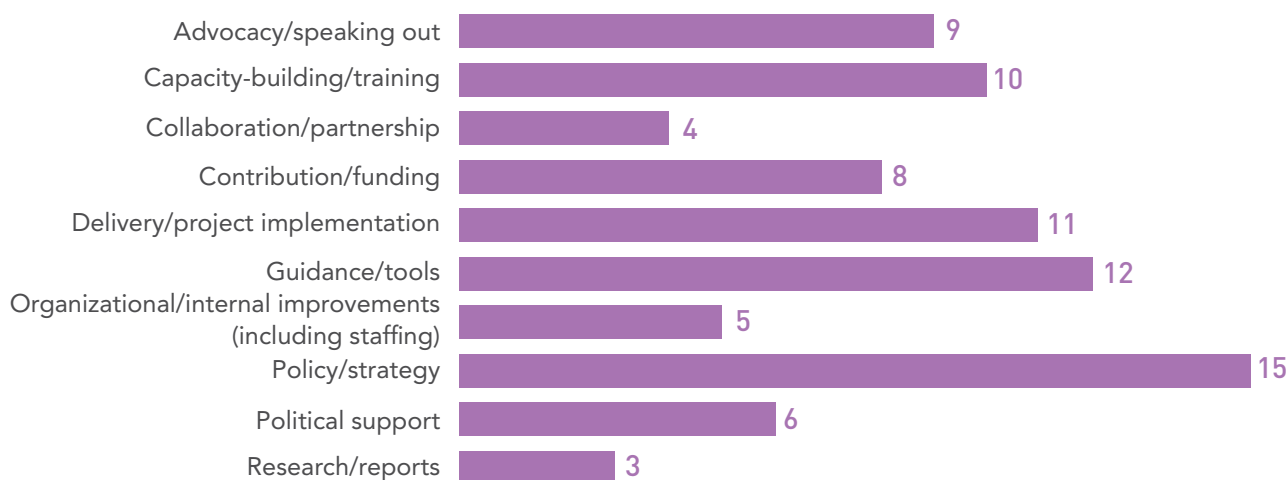
Including persons with disabilities in humanitarian action

Accountability and advocacy for disability inclusion

Stakeholders continued to strengthen policy commitments and instruments to mainstream disability inclusion in humanitarian action. In 2018, the UN Secretary-General initiated the development of a UN policy, action plan and accountability framework to improve system-wide performance on accessibility and inclusivity. Luxembourg updated its humanitarian assistance strategies to promote the inclusion of vulnerable groups, and Germany developed a gender-age-disability marker to support disability-sensitive programming. The European Union (EU) strengthened disability mainstreaming in EU-funded operations across all sectors, encouraging partners to involve and better support persons with disabilities. The Charter on Inclusion of Persons with Disabilities in Humanitarian Action surpassed 200 endorsers and continued to serve as a rallying call for change.

Stakeholders also advocated for greater accountability towards persons with disabilities. In July 2018, the first Global Disability Summit took place in London, co-hosted by the United Kingdom, Kenya and the International Disability Alliance (IDA). Over 170 government, civil society, private sector and multilateral organizations made global

ACTION TYPES TAKEN UNDER TRANSFORMATION 3G



Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html

and national commitments on disability inclusion, including many relating to humanitarian action.¹² On 3 December 2018, Poland convened a UN Security Council Arrria formula meeting to discuss – for the first time ever – issues facing persons with disabilities in armed conflict.¹³

Funding and programming to include and empower persons with disabilities

Donors, including Austria, Canada, the EU, Germany and Italy, funded organizations delivering programmes and services for persons with disabilities caught up in crises. Italy also funded the International Committee of the Red Cross Programme for Humanitarian Impact Investment, which is helping to transform the way vital services for people with disabilities are financed in countries affected by conflict. As well as service delivery, stakeholders focused on promoting the participation of persons with disabilities in

Hawa (42) was born with a disability. When conflict and insecurity reached her hometown seven years ago, Hawa and her sisters fled. They now live in Al Sayyad IDP camp in Tripoli, with another 500 families. Hawa has only seen a doctor once since she was displaced. Libya. OCHA/Eve Sabbagh



humanitarian initiatives. New Zealand, via the Pacific Disability Forum (PDF), provided funding for youth with disabilities from 8 Pacific island nations to attend the 6th Pacific Regional Conference on Disability, as well as funding persons with disabilities from 11 Pacific countries to participate in one of the regional consultation workshops for the forthcoming Inter-Agency Standing Committee (IASC) Guidelines on Inclusion of Persons with Disabilities in Humanitarian Action.

Capacity-building, training and guidance

Stakeholders continued to build the capacity of humanitarian actors to deliver disability-inclusive responses. New Zealand developed a multi-year partnership with PDF and CBM New Zealand to strengthen disability inclusion in humanitarian responses in the Pacific. A number of stakeholders provided training to build capacity internally and with partners. UNHCR, for example, finalized an e-learning package on working with persons with disabilities in forced displacement; and UNRWA trained 588 staff members on disability inclusion. Others adapted existing training materials to make them more accessible: Humentum, for example, subtitled all its e-learning videos.

Stakeholders also developed and disseminated guidance to support disability mainstreaming. For instance, the Age and Disability Capacity Programme published the Humanitarian Inclusion Standards for older people and people with disabilities, and the revised 2018 Sphere Handbook included more precise guidance on disability inclusion, including identifying barriers to assistance and protection. An IASC task team co-led by Humanity & Inclusion (HI), IDA and UNICEF continued drafting new IASC Guidelines on Inclusion of Persons with Disabilities in Humanitarian Action.¹⁴ UNICEF rolled out its guidance on the Inclusion of Children with Disabilities in Humanitarian Action, and UNDP launched a Guidance Note on Disability Inclusive Development to complement the first

¹² For further details see the outcome document, the Charter for Change: https://www.internationaldisabilityalliance.org/sites/default/files/gds_charter_for_change.pdf

¹³ The meeting was co-sponsored by Côte d'Ivoire, Germany, Kuwait and Peru, with support from OHCHR, UNICEF and IDA

¹⁴ This work was funded by Australia, the EU, Finland, Germany and Luxembourg.

UN Flagship Report on Disability and Development (launched in December 2018). The EU and WFP both developed operational guidance to strengthen the inclusion of persons with disabilities in programming. At a national level, Thailand developed and piloted guidance on flood preparedness for persons with disabilities, and the Vietnam Red Cross designated persons with disabilities as a priority group in their guidelines on providing social support to communities in need.

Improving data

Stakeholders continued to improve the availability of disaggregated data. Christian Aid, HelpAge and UNICEF adopted the use of the Washington Group Questions (WGs)¹⁵ in needs assessments and monitoring, and HI developed a toolkit for the application of the WGs in humanitarian settings. Australia and New Zealand finalized a joint Monitoring and Evaluation Framework for Pacific Humanitarian Action to improve the collection, analysis and use of disaggregated data. Following Tropical Cyclone Gita, New Zealand also commissioned a disability needs assessment with Organizations of Persons with Disabilities (OPDs) in Tonga, which fed into the Government's emergency planning and response. UNRWA developed a data assessment report to improve the collection of disability-disaggregated data.

Including other vulnerable groups

A few stakeholders reported on efforts to be more inclusive of other marginalized and vulnerable groups. New Zealand and UNHCR launched new strategies for the protection of people of various gender identities and sexual orientations, and Canada provided additional funding to the Rainbow Refugee Assistance Pilot programme, which encourages the private sponsorship of refugees persecuted on the basis of their sexual orientation and/or gender identity. The Turkish NGO Kesh Malek provided assistance to survivors of political detention in Syria, including housing support, legal advice and referrals to medical and mental health services.

Challenges

Since the launch of the Charter on Inclusion of Persons with Disabilities in Humanitarian Action at the World Humanitarian Summit, there has been substantial progress in increasing international attention to persons with disabilities, and in improving frameworks and capacity for disability inclusion in humanitarian responses. Nonetheless, stakeholders must continue to step up efforts to ensure that political commitments are translated into meaningful outcomes on the ground. In this year's reporting, the lack of timely, quality, disaggregated data was again identified as one of the main barriers. The lack of skilled human resources was also ranked on par with data, recognizing that trained and knowledgeable personnel are just as important for creating disability-inclusive interventions.

¹⁵ The Washington Group Short Set is a series of questions designed to identify (in a census or survey format) people with a disability. For more information, see <http://www.washingtongroup-disability.com/>

Achieving the transformation

Stakeholders also identified specific gaps in current practices, which the following recommendations seek to address:

- **Improve data:** Donors and organizations should incentivize disaggregated data collection by providing dedicated funding and capacity. Stakeholders should also work to resolve tensions between the drive for simplified reporting and the need for disaggregated data collection, for instance, through the use of common tools and standards, and the development of common donor requirements.

- **Increase technical capacity:** Although guidance exists and is continually being improved, mainstreaming disability inclusion and implementing best practice require dedicated resourcing for training, practical support and monitoring at field level. Stakeholders should seek opportunities to collaborate, pool resources, and share knowledge and experiences.

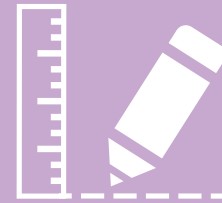
- **Develop capacity and collaboration for intersectionality:** To rectify the ongoing exclusion of older people, and women and girls from wider work on disability and inclusion, stakeholders must work to break down silos between gender, age and disability work, and strengthen training, tools and other

measures to include and address the needs of people of all genders, disabilities and ages.

- **Include and partner with Organizations of Persons with Disabilities (OPDs):** Collaboration between humanitarian actors and OPDs should be strengthened at all levels, including at field level. Humanitarian actors should also develop partnerships with global and local OPDs to improve capacity support and resourcing, in line with the Principles of Partnership and commitments under initiatives such as the Grand Bargain, the Charter for Change and the Charter for Inclusion of Persons with Disabilities in Humanitarian Action.

- **Include all marginalized groups:** While there has been notable progress on disability inclusion, work to understand and address the challenges faced by other marginalized groups has lagged behind. The international community needs to step up support for inclusive policies and programmes that provide protection for all vulnerable groups, including those who are persecuted on the basis of their sexual orientation or gender identity.

Assessing progress



The paucity of data on persons with disabilities in crises is a major impediment to assessing progress. Although many tools exist to assist with gathering data disaggregated by sex, age and disability – including the Washington Group questions and the Model Disability Survey under WHO’s Global Disability Action Plan 2014-2021 – they are not yet systematically included in all humanitarian assessments, meaning that important data gaps remain. In addition, complex, multiple and intersecting forms of discrimination and disability, which need to be considered in any attempt to assess progress more broadly, require multi-faceted assessment and analysis.

Humanitarian evaluations also do not routinely consider persons with disabilities’ access to and participation in humanitarian response. The (IASC) Guidelines on Inclusion of Persons with Disabilities in Humanitarian Action suggest that humanitarian evaluations could develop specific indicators to measure progress, such as the proportion of persons with disabilities that specific interventions reached. Applying such indicators across all humanitarian responses would provide an important gauge of collective progress.



CHAPTER FOUR

WORK DIFFERENTLY TO END NEED AND INVEST IN HUMANITY





CHAPTER FOUR

WORK DIFFERENTLY TO END NEED AND INVEST IN HUMANITY

Photo on previous page:

A WFP food distribution to IDPs near the Murta settlement, Kadugli. Sudan.

OCHA/Sari Omer

Acknowledging that people caught up in recurrent or protracted crises need more than just short-term aid, stakeholders at the World Humanitarian Summit (WHS) committed to step up efforts to reduce vulnerability and build resilience – and, ultimately, lessen dependency on humanitarian assistance.

Core Responsibility Four of the Agenda for Humanity provided a road map for this shift in approach, calling for the international community to work in ways that supports and empowers national and local responders; for an increased focus on preparing for and preventing crises; and for humanitarian and development actors to leverage their comparative strengths in working towards collective outcomes to reduce need, risk and vulnerability. Core Responsibility Five called for new ways of financing humanitarian action to support these shifts by increasing investment in local and national response capacities; directing more financing to disaster preparedness, risk reduction and anticipatory action; and leveraging complementary streams of financing for collective outcomes.

Summary of progress and challenges

For 2018, 105 stakeholders reported on their achievements against one or more of the transformations of Core Responsibility Four and Five.

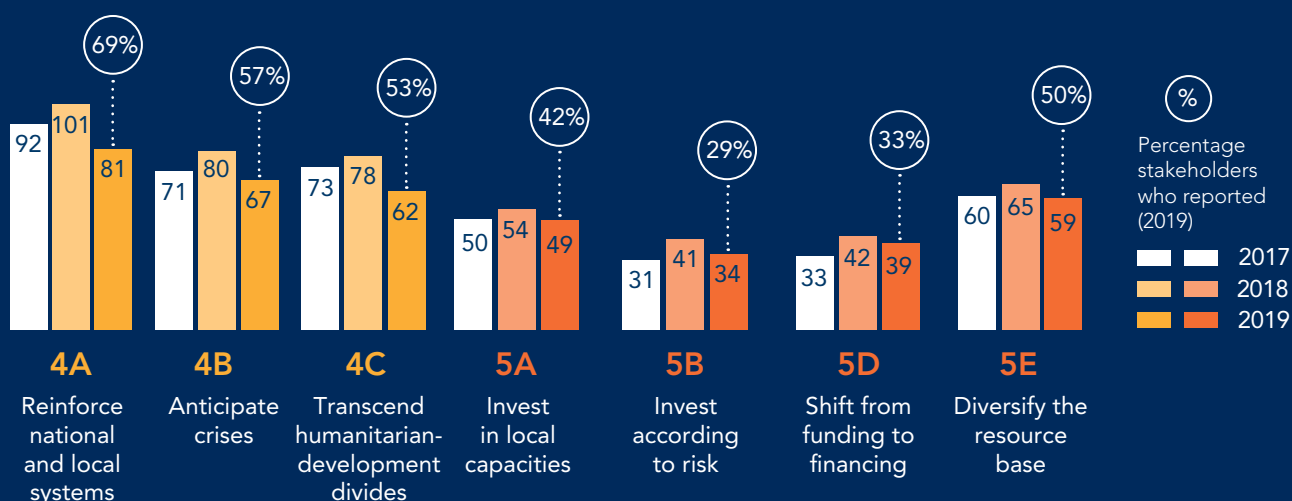
Key takeaways

The participation and leadership of national and local actors in the humanitarian system has increased – but these are not yet equal partners, hampered by a risk-averse culture and stringent donor requirements.

Governments have strengthened their capacities to prepare for, reduce and manage disaster risk, and build resilience.

In protracted and recurrent crises, humanitarian and development organizations continued to align their work around collective outcomes, aiming to reduce risk, vulnerability and, ultimately, humanitarian needs.

Reporting by transformation 2017-2019



Stakeholders

In 2018, 105 stakeholders reported against one or more of the transformations covered in this chapter: Transformations 4A, 4B and 4C of Core Responsibility Four and the corresponding Transformations 5A, 5B and 5D of Core Responsibility Five. As in previous years, Transformation 4A received the most reports of any transformation across all five Core Responsibilities in 2018.

Progress in 2018

Three years after the WHS, localization is increasingly regarded as an essential part of humanitarian work. International stakeholders have begun to embrace new roles as supporters and enablers of nationally and locally owned responses. This includes devoting resources to strengthen the capacities of national and local partners, crediting partners for their results, helping them to take on leadership roles in coordination structures, and taking measures to reduce barriers to localization. Donors continued to direct funding towards national and local actors, channelled predominantly through pooled funds. Stakeholders also continued to strengthen accountability to affected people and to increase the use of cash-based assistance as a means of affording them greater choice and agency.

At the same time, disaster-affected countries have taken significant steps to strengthen their national capacities to prepare for, reduce and manage disaster risk, and operationalize early warning systems.

UN Emergency Relief Coordinator Mark Lowcock and UNDP Administrator Achim Steiner (right) with the head of the Nigeria State Emergency Management Agency (middle), speaking with a group of displaced farmers. UN organizations are working together to meet their immediate needs and support recovery of their livelihoods. Nigeria. OCHA/Eve Sabbagh



The international community has supported these efforts and has continued to advance initiatives to provide forecast-based financing and act earlier in anticipation of shocks. Public-private partnerships are playing an increasing role in strengthening resilience, including through innovative risk insurance products; regional and global initiatives are enabling this transformation by facilitating knowledge-sharing and providing data and analysis.

In protracted and recurrent crises, humanitarian and development stakeholders have defined collective outcomes that allow them to align their work towards reducing risk, vulnerability and, eventually, humanitarian needs. With the addition of peacebuilding as the third pillar of humanitarian-development collaboration, stakeholders in 2018 focused on operationalizing programming across the three pillars in a variety of contexts to generate best practices and lessons learned. Strengthened assessments and joint

analysis, decisive leadership, strategically aligned multi-year financing flows and inclusive planning processes have emerged as some of the key enabling factors in defining and operationalizing collective outcomes.

Stakeholders also took steps to increase their operational efficiencies in order to make limited resources go further, and to improve the transparency of humanitarian funding and spending.

A family in Aden signs up for SCOPE, WFP's cloud-based tool for registration, distribution planning, entitlement transfers and reporting. SCOPE currently supports all WFP transfer modalities be it in-kind or cash-based transfers. Yemen. OCHA/Matteo Minasi



Challenges and gaps

Needless to say, work to advance the paradigm shift proposed by Core Responsibility Four of the Agenda for Humanity is still in its early stages. Despite a broad acceptance that a more balanced and equal relationship between international and national/local actors is needed—and indeed, inevitable—the operationalization of these commitments is slow and fraught with difficulties. There remains a disconnect between the policies at headquarters and their application by country and field offices—in no small part due to competing expectations placed on implementing organizations to achieve rapid and efficient results with short-term funding, while simultaneously working with national and local partners on medium- to long-term capacity-strengthening.

Unlike the relatively recent debate around localization, investment in risk reduction and preparedness has long been known to save lives and livelihoods, and reduce the cost of disaster response and recovery. Nonetheless, limited global investment in reducing risk and a lack of political will to take financial risks on preparedness and early action remain the main impediments to progress—despite the fact the technology and methods exist to enable improvements in this area. The need for more inclusive and community-based approaches, including for data collection, also emerged as a challenge, particularly in terms of moving from a pilot mindset to a truly anticipatory approach.

WFP food distribution in the Khurmakser district, Aden. Yemen. OCHA/Matteo Minasi





Mamboro fishing village was wiped out when the earthquake and tsunami struck Central Sulawesi on 28 September 2018. OCHA/Anthony Burke

Moving beyond a pilot mentality has also proved challenging in efforts to transcend long-standing divides and work across the humanitarian, development and peace pillars. The deeply embedded nature of silos has limited the extent to which joined-up approaches can be implemented in the short-term; and regulatory barriers and fiduciary risk aversion among humanitarian donors has restricted the amount of multi-year and flexible funding available for collective outcomes. At field level, the absence of shared principles and analytical frameworks remains a significant barrier, as does the lack of national and local ownership over collective outcomes.

Finally, progress to increase the resource base for humanitarian action has been slow and despite the increasing generosity of donors, the gap between humanitarian needs and the resources available

to meet them remains. Incremental gains from cost efficiencies will do little to close this gap; the elusive diversification of the resource base called for by the Agenda for Humanity is still very much needed.

Realizing the shifts called for by Core Responsibility Four requires a comprehensive rethinking of humanitarian systems, roles and responsibilities – changes that are under way. However, the success of this shift depends on the extent to which new policies and lessons learned from pilot projects can be translated into system-wide change across humanitarian response.

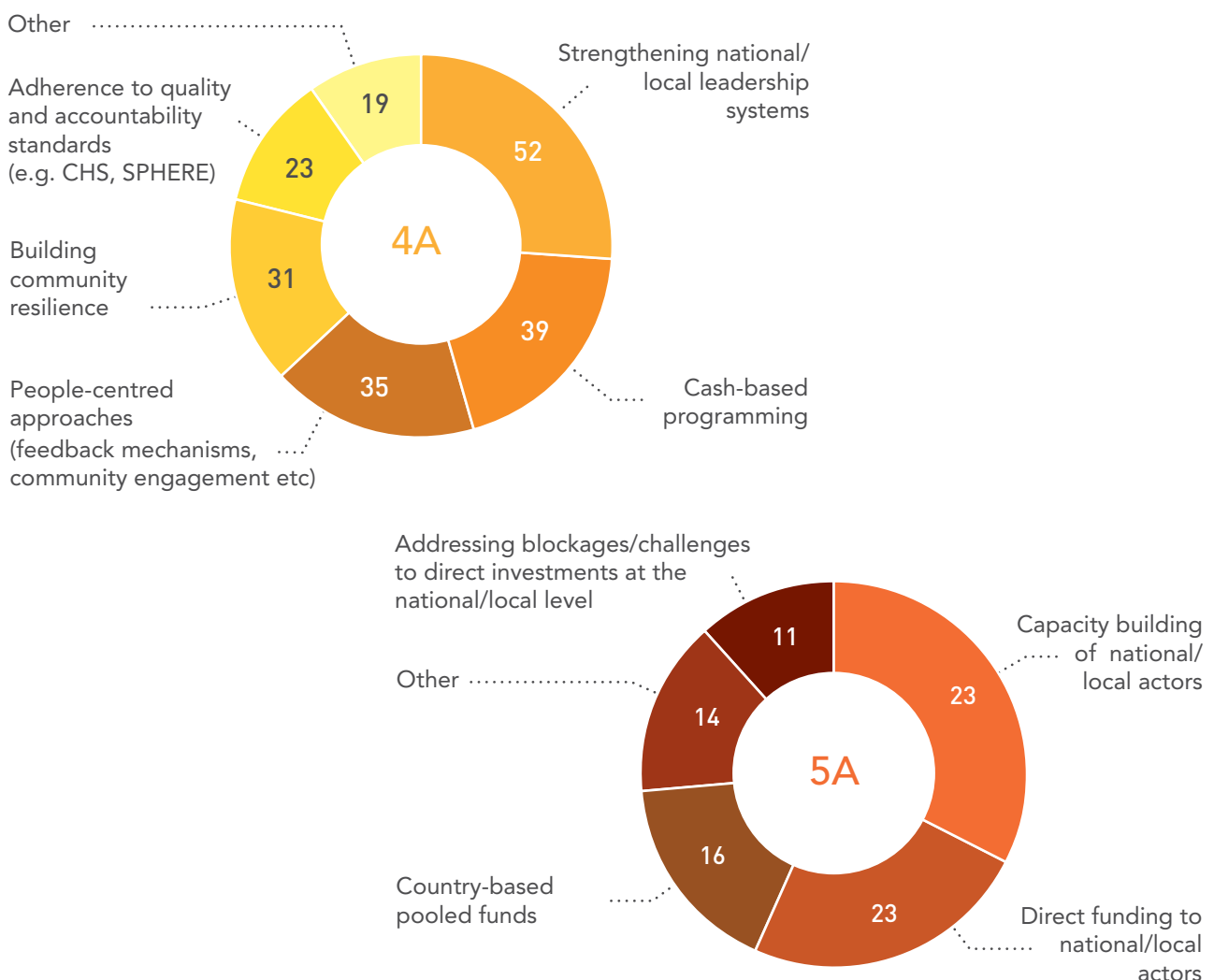
4A+5A: Reinforce local systems and invest in local capacities

The World Humanitarian Summit (WHS) catalysed an unprecedented drive to recognize the contributions and capacities of national and local actors in humanitarian response. At the Summit, leaders committed to the Agenda for Humanity's call to work in complementarity with national and local actors, strengthening the capacities of affected States and communities, and giving greater voice, choice and agency to affected people (Transformation 4A). They also committed to direct a greater share of international investment to national and local actors (Transformation 5A).

Progress in 2018

In 2018, Transformation 4A received the highest number of self-reports, with 81 stakeholders recording their achievements. Forty-nine stakeholders reported against Transformation 5A. This section presents a joint analysis of reporting under these closely interconnected transformations.

REPORTING BY SUBCATEGORY UNDER TRANSFORMATIONS 4A AND 5A



Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html



The Grand Bargain aims to get more support and funding tools for local and national actors. A localization mission visited Maiduguri in April 2019 to support this 'localization' workstream. Nigeria. OCHA/Leni Kinzil

Advancing the localization of humanitarian response

Reforming policy and practice to enable local action

Stakeholders continue to engage actively in broader initiatives linked to localization, including the Grand Bargain and Charter for Change, and have adapted their organizational policies to reflect this change in approach. Spain's new humanitarian strategy, for example, aims "to allocate an increasing proportion of resources to local actors and ensure national leadership in humanitarian responses"; a focal point has been appointed to follow up on this work. Sweden revised its NGO guidelines to promote the localization of both planning and reporting, and prioritize applications that strengthen local capacities. Malteser International reviewed its programme approach to reflect its transition from delivering aid to enabling local action. Stakeholders also continued to improve the quality of their partnerships with local actors: Johanniter and Oxfam International increased the visibility of local partners in publicity materials, and World Vision International developed a road map (with tools, policies and

procedures) for building organizational capacity for quality humanitarian partnering. To examine collective progress towards commitments to support national and local capacities, the Core Humanitarian Standard (CHS) Alliance provided an assessment of members' individual and aggregate performance against a 'localization index' composed of 13 CHS indicators.

Reinforcing national and local systems

As in previous years, stakeholders undertook activities to reinforce the capacities of national and local governments, particularly in countries prone to recurrent disasters or experiencing protracted crises. Luxembourg expanded its bilateral partnership to strengthen the capacity of the Ministry of Humanitarian Action in Niger. Ireland supported government-led social protection systems in Ethiopia, Malawi, Mozambique and Uganda, and WFP made strengthening social protection a key component of its planning in 34 countries. IOM and UNHCR supported local leaders in delivering assistance and protection in countries affected by the exodus of people from Venezuela. Deutsche Post DHL reinforced the capacities of airports in Guatemala, India and Indonesia during disasters.

The International Anti-Corruption Academy offered a training course on anti-corruption in local governance for municipal leaders, and IMPACT and the Agency for Technical Cooperation and Development (ACTED) helped the Kampala Capital City Authority to establish a coordination platform for all stakeholders involved in the urban refugee response.

Supporting local responders

Stakeholders continued to devote resources to strengthen the capacities of local and national humanitarian actors and civil society organizations (CSOs). Belgium, Canada, Germany, Switzerland, the United Kingdom and WFP, in coordination with the International Federation of the Red Cross, supported the preparedness and response capacities of national Red Cross/Red Crescent societies. Through initiatives such as the European Union (EU)-funded Accelerating Localization through Partnerships programme, stakeholders, including the Catholic Agency for Overseas Development, Christian Aid and Tearfund, piloted best practices for partnerships between national, local and international NGOs in Myanmar, Nepal, Nigeria and South Sudan. The Humanitarian Leadership Academy delivered training through its centres in Bangladesh, East Africa, the Middle East and the Philippines. The World Evangelical Association provided

training to national organizations in programme design, financial accountability and results measurement, while the Joint Learning Initiative on Faith and Local Communities supported local faith actors to engage in humanitarian action. Several stakeholders committed to longer-term approaches: Oxfam International implemented multi-year projects in eight countries to enhance the capacity of national and local actors to deliver high-quality humanitarian responses, Johanniter-Unfall-Hilfe initiated a capacity development programme for community-based organizations in Southeast Asia, focusing on organizational development and leadership, and World Vision International is leading a three-year initiative to strengthen CSO capacities in the Western Equatoria region of South Sudan. Local organizations also undertook self-led capacity strengthening, such as the Jafra Foundation for Relief and Youth Development, which conducted a detailed assessment of its strengths and weaknesses and formulated a corresponding capacity building plan.

A few stakeholders in 2018 emphasized the transformative role of networks in strengthening the voice and capacity of national and local responders. The Network for Empowered Aid Response (NEAR), with funding from the EU, helped its members to improve their response

Mobile health clinic in Donggala after the Central Sulawesi Earthquake and Tsunami. Indonesia. OCHA/Nidhirat Srisirojanakorn



capacities, internal policies and engagement in humanitarian forums. The International Council of Voluntary Agencies (ICVA) supported national NGO forums in building organizational capacity for strategic planning, governance, human resource management and advocacy. Humanitarian Aid International helped to establish the Alliance for Empowering Partnership, which advocates for a humanitarian system that strengthens local and national actors. CAFOD supported local NGOs in the Democratic Republic of the Congo in establishing three regional platforms in Bukavu, Goma and Kinshasa, committing resources to help each of them develop a strategy in 2019.

Funding local action

A few donors reported funding national and local actors directly, such as Italy, which in 2018 funded five projects implemented directly by CSOs in Lebanon, Mali and Palestine. The majority funded local action through pooled funds that can be accessed by national and local NGOs. In 2018, UN-managed country-based pooled funds (CBPFs) allocated \$208 million directly to national and local organizations—around 25 per cent of overall CBPF funds—thanks to contributions from donors such as Belgium, Canada, Denmark, Germany, Italy, Luxembourg, the Netherlands, New Zealand, Norway, Spain, Sweden, Switzerland and the United Kingdom. National NGOs were also represented on the advisory boards of 15 of the 17 CBPFs that were operational in 2018. Separately, the EU supported the development of national pooled funds in Nepal and Somalia, designed by local NGOs to improve local access to funding. START Fund Bangladesh conducted capacity assessments with 26 national and local NGOs, who began accessing funds directly in 2019.

Stakeholders also continued to track the amount of funds passed on to local partners. World Vision International reported that over 70 per cent of its funding in Turkey is allocated to local partners. FAO passed on approximately 13 per cent its funding to national and local actors, and Spain and Sweden reported a slight increase (from the previous year) in the proportion of funds channelled to national and local organizations. Some donors also answered calls for multi-year and flexible funding: Belgium reported that 32 per cent of its funding agreements incorporate multi-year support for institutional capacity-

strengthening of national and local partners, and they also include a crisis modifier so that funds can be reallocated if circumstances change.

Increasing local participation, leadership and coordination

Stakeholders reported continued representation of national NGOs in humanitarian coordination, and the promotion of national and local leadership in response planning. In a review of 254 clusters in 23 operations conducted by OCHA, half had national or local authorities in leadership roles at national or subnational levels, and 42 per cent of cluster members globally were national NGOs. National NGOs have also taken on cluster supporting roles. For example, Caritas Bangladesh, served as co-facilitator for shelter coordination in the Rohingya response, with mentoring support from Catholic Relief Services. In Indonesia, Oxfam International established a Humanitarian Partnership Network to coordinate its response to the Sulawesi earthquake and tsunami; the partnership included three local actors and Oxfam, each with an equal say in decision-making.

Stakeholders also worked to document best practices and create tools to promote local inclusion in coordination. ICVA brought together 16 diverse NGO forums (including national forums) to improve collective understanding of NGO coordination in Africa, Asia and the Middle East. The Global Education Cluster, co-led by UNICEF and Save the Children, published a Localization Checklist and instigated a wider localization initiative to develop partnership assessment tools for protection and education clusters.

Reducing barriers to localization and identifying solutions

Stakeholders continued their efforts to reduce barriers to local-international partnerships and promote access to funds. In November 2018, UNHCR's Partner Portal was converted into an inter-agency portal, enabling partners to register for access to UNHCR, UNICEF and WFP through a single-entry point, significantly reducing administrative burden. Germany adopted new commitments that will allow funds from the Ministry of Foreign Affairs to be transferred to national and local partners. Italy revised its legal framework and operational procedures, with a new focus on encouraging CSOs to respond to

calls for proposals. Stakeholders also sought to identify the practical barriers to partnerships and ways of overcoming them. In its evaluation of the Tropical Cyclone Response Program in Tonga, CARE International proposed recommendations for improving partnerships that are being piloted in 2019. InterAction conducted an 18-month study that identified growing risk aversion among humanitarian actors as a barrier to partnerships in complex, conflict-driven crises.

Empowering people affected by crises

Under Transformation 4A, stakeholders also reported on efforts to engage people affected by crises in shaping humanitarian response and recovery, through the use of more people-centred approaches and cash-based assistance.

Strengthening accountability to people affected by crisis

Stakeholders worked to improve accountability to affected people through feedback and complaints mechanisms, and participatory approaches; donors also encouraged this shift, for example, by stipulating that partners demonstrate their plans for community engagement in funding proposals. The diaspora organization Somali Rehabilitation and Development Association used participatory approaches to engage communities in project planning and implementation. The All India Disaster Mitigation Institute gathered community feedback and presented it to decision makers at national level. The Muslim Foundation for Culture and Development trained 250 volunteers from more than 35 CSOs on accountability in humanitarian aid. Many stakeholders used digital technologies, such as mobile applications and social media networks, to improve feedback from affected communities. The Turkish NGO Doz. e. V used social media to complement its existing complaint boxes. Tearfund ran two technology-assisted accountability pilot projects in South Sudan and Nigeria to collect feedback from crisis-affected communities. In Chad, the CHS Alliance and Ground Truth Solutions supported the Humanitarian Country Team in collecting feedback on the reach and effectiveness of its response; this then fed into the Chad Humanitarian Response Plan, which includes 'perceptual' indicators to track progress from the perspective of affected populations. Stakeholders also sought to fill gaps in common practice. Plan International, for instance, developed guidance that includes

Strengthening health systems and health responses

In 2018, many stakeholders worked to bolster national and local capacities to prepare for and respond to health crises. Donors, including Finland, Germany, Ireland and the United Kingdom, supported national health systems with capacity-building and emergency preparedness in a number of countries across Eastern Europe and Africa. The UPS foundation worked with Gavi to build capacity and improve supply chains in Uganda and Pakistan.

Stakeholders also worked in partnership with national health providers to respond to health crises. Concern Worldwide scaled up the implementation of its Community Management of Acute Malnutrition surge model (an approach to strengthen the capacity of health systems to manage increased caseloads of malnourished children) to include Burundi, Chad and Ethiopia. Save the Children led the setting up of nine health clinics and a 24/7 primary health care centre in response to the Rohingya refugee crisis in Bangladesh. ILO examined public health options for refugees in Burkina Faso, Mauritania, Rwanda and Senegal, as part of an ongoing partnership with UNHCR.

20 different tools to support child-friendly and gender-sensitive participatory feedback and complaints mechanisms.

In addition, stakeholders retained a strong focus on quality assurance. To improve learning on aid quality and effectiveness, Australia and New Zealand developed a joint Humanitarian Monitoring and Evaluation Framework for the Pacific, which incorporates their WHS commitments. Many donors, including Denmark and Germany, also encourage or require partners to adhere to common standards such as the CHS and Sphere standards.

Cash-based programming

Stakeholders continued to increase the use of cash-based assistance as a means of affording greater choice and agency to affected people. For some, this now makes up a large proportion of their overall assistance: Mercy Corps, for example, reported that cash programming accounts for

approximately 50 per cent of the aid it provides. Donors, including Belgium, Canada, Germany, Ireland, Spain, Sweden, Switzerland and the United Kingdom, encouraged partners to consider cash and voucher assistance; as a result, many of these donors reported increases in the share of their assistance delivered through cash.

In 2018, stakeholders made good progress towards adopting common approaches, tools and platforms. The members of the Good Humanitarian Donorship (GHD) initiative adopted a new GHD principle on the use of cash transfers, and 10 major donors¹ signed up to the Common Donor Approach on Humanitarian Cash Programming. Several donors also requested a decision on 'clear, actionable guidance on cash coordination leadership' by the Inter-Agency Standing Committee. Members of the Collaborative Cash Delivery Network developed and piloted cash delivery models with common platforms, staff and beneficiary databases in Colombia, Ecuador, Ethiopia, Peru and Uganda. In December 2018, OCHA, UNHCR, UNICEF and WFP announced plans for a joint system for the design, delivery and monitoring of cash assistance.

Stakeholders also reinforced capacity for quality cash programming. Belgium trained humanitarian officers from its Ministry of Foreign Affairs on assessing proposals for cash-based assistance and organized a series of training sessions for Belgian NGOs. OCHA trained over 50 field staff on cash coordination and UNICEF established dedicated surge capacity for its field offices for cash-based interventions. Others developed practical guidance and tools: the Women's Refugee Commission, for example, produced a toolkit on Optimizing Cash-based Interventions for Protection from Gender-based Violence. Stakeholders also contributed to the knowledge base on cash transfer programming through research and learning. Canada supported a volume of research papers produced by the Cash Learning Partnership on gender and cash, and the Overseas Development Institute's Humanitarian Policy Group conducted case studies in Iraq and Kenya to share user experiences of different delivery modes.

¹ Australia, Canada, Denmark, European Union, Germany, Norway, Sweden, Switzerland, United Kingdom and USA.

Challenges

Since the WHS, localization has increasingly become a key element of humanitarian action, driven by commitments to the Agenda for Humanity and by initiatives such as the Grand Bargain and the Charter for Change. Some international stakeholders have begun to embrace new roles as supporters and enablers of nationally and locally owned responses, crediting partners for their results and developing supportive relationships beyond capacity-building. However, for the most part, the operationalization of commitments is slow, and fraught with challenges and contradictions; there remains a disconnect between the policies of headquarters and their implementation by country and field offices. In the words of one stakeholder, "many of the commitments remain on paper".

Stakeholders struggle with competing expectations with respect to localization commitments: to deliver timely, effective results in difficult contexts and with finite resources, while working with national and local partners

to invest in medium- and long-term capacity-building. While most stakeholders agree that strengthening local and national systems is essential to achieving change and building resilience, this ambition is often hindered by financial, political and technical challenges and risks, particularly in active crisis contexts. Stakeholders also pointed out that stringent donor requirements, earmarking and short-term funding modalities were in contradiction with commitments to build local capacities and respond to community feedback.

Achieving this transformation requires a comprehensive rethinking of humanitarian systems, roles, responsibilities and identities – change that will take considerable time and effort. It is also important to note that the debate on localization has thus far been dominated by international actors based in the Global North, and that both the opportunities and concerns that are critical to Southern partners, particularly around transfer of risk, are not reflected here.

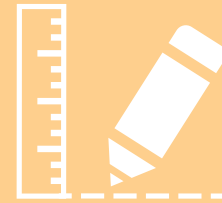
Achieving the transformation

Moving forward, stakeholders emphasized the need for practical action to operationalize commitments under Transformations 4A and 5A:

- **Identify opportunities to shift policy and practice:** Those stakeholders who have not already done so, should identify opportunities within their mandates and operations to make substantive changes that enable them to reinforce, not replace, local response capacities.
- **Design solutions locally:** Stakeholders should continue to shift the locus of discussions on local action from the Global North to the Global South, and work to find contextualized solutions for localization at regional, national and subnational levels. This should include working with national authorities and CSOs in ways that are appropriate to the context. International actors should ensure that their country offices understand and implement commitments made at global levels, and have the knowledge and resources they need to work in ways that support national and local capacities. An important starting point is to identify and overcome barriers to participation (such as language and distance) in local coordination mechanisms.
- **Provide predictable and flexible financing to boost local response capacity:** Local partners require predictable support and resources to invest in capacity-strengthening, particularly if they are to comply with international standards such as the CHS. Donors, UN entities and international NGOs should commit to providing unearmarked funding to cover the overheads and capacity-building costs of their local partners. Donors should also step up efforts to remove barriers to direct funding, and intermediary agencies should provide complementary support to local actors to meet with the sophisticated compliance requirements of donors.
- **Ensure participation influences design:** Many stakeholders have made significant efforts to put in place systems for gathering feedback from affected communities. However, studies² have shown that the majority of affected people still do not feel that their preferences are taken into account in programme design. Stakeholders should further prioritize participation and allow programmes greater flexibility in responding to the needs and preferences of affected communities.
- **Operationalize collective approaches to cash-based assistance:** Stakeholders should focus on refining common approaches to cash programming by strengthening inter-agency coherency in the field, clarifying coordination roles, building capacity and strengthening cash readiness.
- **Continue creating opportunities for learning and exchange:** Given the vast range of contexts and experiences, and the uneven rates of progress across the sector, stakeholders should build on existing opportunities (and seek new ones) to foster peer-to-peer learning on operational practice and contextualized solutions. Those who have already taken steps towards increasing local governance and participation should identify lessons learned and opportunities to scale up.

² Ground Truth Solutions and Organisation for Economic Cooperation and Development, *Grand Bargain: field perspectives 2018*, available at: <https://groundtruthsolutions.org/our-work/tracking-the-grand-bargain-from-a-field-perspective/>

Assessing progress



As efforts to accelerate the localization of humanitarian assistance continue to gain momentum, so too have efforts to assess collective progress. To date, these efforts are in their early stages, relying largely on voluntary reporting against a broad spectrum of commitments made under the Agenda for Humanity, the Grand Bargain and the Charter for Change. Nonetheless, some important attempts have been made to assess progress: the CHS 'localization index', which uses 13 separate CHS indicators; the Localization Performance Measurement Framework developed by the NEAR Network; and, on a regional level, the monitoring framework for localization in the Pacific, developed by the Humanitarian Advisory Group and the Pacific Islands Association of Non-Governmental Organizations. Such undertakings are paving the way for strengthening monitoring and learning over time.

National and local response capacities are even more difficult to define and measure, particularly across the breadth of contexts in which humanitarian assistance takes place. At the national level, the follow-up processes for the Sustainable Development Goals and the Sendai Framework for Disaster Risk Reduction will monitor progress on building the resilience of national systems to different types of shocks. External indices such as the Index for Risk Management (INFORM) will also provide important insights. In terms of the localization of humanitarian response more

specifically, the humanitarian community has already begun gathering data and monitoring a number of key indicators to assess progress at country-level and more broadly, including financial flows to national and local actors, and the participation and leadership of national and local partners in humanitarian coordination mechanisms. Meanwhile, initiatives such as the Organizational Capacity Assessment developed by the NEAR Network provide a starting point for local organizations wishing to assess their own progress. For localization, it may be more meaningful to assess progress at a national level rather than at a global level.

Other components of Transformation 4A are more readily measured. Significant data exists within organizations on cash transfer programming – although more harmonized reporting on cash and vouchers, and improving data sharing through platforms such as the Financial Tracking Service and the Humanitarian Data Exchange, will be critical for a more accurate understanding of system-wide progress. In terms of accountability to affected people, initiatives such as those undertaken by Ground Truth Solutions and CHS Alliance in Chad demonstrate that it is possible to derive indicators to reflect how the people affected by crises perceive the performance of the humanitarian response.

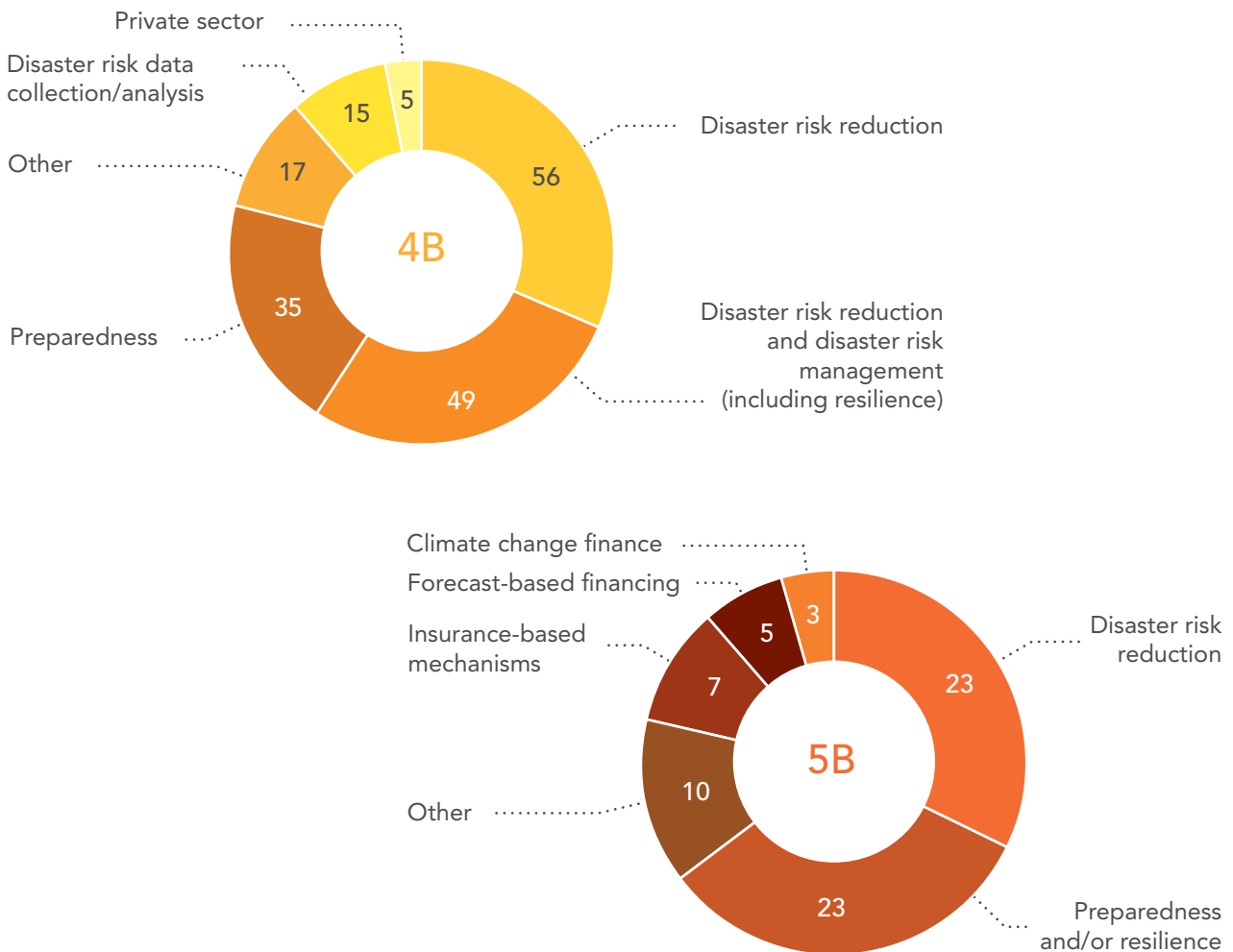
4B+5B: Anticipate crises and invest according to risk

The Agenda for Humanity called for a greater focus on anticipating risks and preparing for crises, strengthening local and national systems before disasters strike. It emphasized the need for national investment to reduce risks, and for international cooperation and finance to provide support in ways that complement existing response capacities.

Progress in 2018

In 2018, 67 stakeholders reported on Transformation 4B (Anticipate, Do Not Wait for Crises). The majority of stakeholders reported on efforts to strengthen disaster risk reduction (DRR) and disaster risk management (DRM). Thirty-four stakeholders reported on Transformation 5B (Invest According to Risk), with a focus on similar areas. What follows is a combined analysis of the main areas of achievement reported across both transformations.

REPORTING BY SUBCATEGORY UNDER TRANSFORMATIONS 4B AND 5B



Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html

Strengthening national, regional and global capacities to prepare for, predict and respond to disasters.

Strengthening national DRR and preparedness capacities

In line with globally agreed targets under the Sendai Framework for Disaster Risk Reduction and the Sustainable Development Goals (SDGs), Member States took steps to strengthen their national capacities to reduce and manage disaster risk. Italy and Romania, for instance, completed national risk assessments, and El Salvador finalized emergency contingency plans for droughts, volcanic eruptions, earthquakes and fires. The European Union (EU) created a reserve of civil protection assets (such as planes and field hospitals) to complement national resources. Thailand continued to implement its National Disaster Prevention and Mitigation Plan, with the aim that every local community develops its own disaster management plan by 2019. To support these efforts, stakeholders provided technical assistance to partner countries. Germany helped to establish flood risk management systems in the Western Balkans and Vietnam; Portugal provided technical assistance to Cabo Verde, Mozambique, and São Tomé and Príncipe to integrate water security into national DRR strategies; and Ireland provided technical support and advice to the Government of Malawi as it developed its National Resilience Strategy and Plan. UNFPA worked with local health authorities in South Sudan to pre-position emergency reproductive health supplies and Sumitomo Chemical partnered with humanitarian organizations to stockpile long-lasting insecticide-treated mosquito nets for quick deployment in the event of an emergency. The World Customs Organization concluded a two-year project to support emergency readiness in customs administrations in six West African countries affected by the Ebola virus. At regional level, the EU collaborated with the Association of Southeast Asian Nations (ASEAN) Coordinating Centre for Humanitarian Assistance on strengthening disaster management – an example of regional-regional cooperation; and Panama's Regional Logistics Center for Humanitarian Assistance began offering emergency logistical support for Latin America and the Caribbean.

Operationalizing early warning and early action

Member States continued to strengthen early warning systems at national and regional levels. Romania modernized its meteorological infrastructure, introducing a National Monitoring and Warning System, and launching a nationwide mobile alert mechanism that warns citizens of extreme weather events. Azerbaijan used mass media and other public communications channels to inform the population about hazardous weather condition and flooding. Japan committed funding to develop a similar system in Tonga. El Salvador modernized its Center for Integrated Monitoring of Threats, which analyses information from more than 250 monitoring stations throughout the country, to provide early warnings of hazards. The Asian Disaster Preparedness Center, with support from Norway, improved multi-hazard early warning systems to build the resilience of urban communities to the impacts of climate extremes. Donor States also continued to support capacity-strengthening initiatives such as the Climate Risk and Early Warning Systems mechanism, which, in 2018, announced new programmes in Burkina Faso, the Democratic Republic of the Congo, Mali and Niger – equating to total new investments of \$11.2 million.

Humanitarian organizations operationalized institutional Early Warning – Early Action approaches. OCHA reported that, by the end of 2018, the Inter-Agency Standing Committee's Emergency Response Preparedness approach had been implemented in 64 countries, with another 15 to follow. Similarly, UNHCR monitored 63 countries at medium or high risk of emergency, and activated two proactive preparedness operations in response to early warning. Oxfam International developed a DRR Essentials Toolkit, providing guidance to country teams on how to embed essential DRR actions in each phase of the response cycle. A few stakeholders also invested in research on early action. FAO conducted studies in Madagascar, Mongolia and Sudan to demonstrate the benefit-to-cost ratio of acting early; in Mongolia, this was as high as \$7.1 for every \$1 invested.



Displaced women in Dar Pai camp, which is home to more than 8,000 people. Myanmar. OCHA/Htet Htet

Forecast-based financing

To fund early action, donors including Belgium, Canada, Denmark, Germany, the Netherlands and the United Kingdom provided forecast-based financing (FbF) through a number of partners and channels, including the pilot FbF window of the International Federation of the Red Cross and Red Crescent Societies' Disaster Relief Emergency Fund and the START Fund anticipation window. Stakeholders also worked to link FbF to national and local preparedness capacities. WFP worked with 11 governments to establish triggers and standard operating procedures for forecast-based early action. In the Philippines, Oxfam Novib piloted a project to deliver pre-emptive digital cash transfers to vulnerable women, triggered by extreme weather predictions, enabling them to prepare for typhoons before they hit. Similarly, in Vietnam, FAO, UNICEF and UN Women implemented the Drought Forecast Based

Financing initiative, which released preparedness funds to communities in response to adverse climate forecasts.

Improving data and analytics

Stakeholders continued to collect data and work together to develop shared analytics to improve disaster preparedness. In 2018, Member States began reporting to the Sendai Framework Monitor.³ The Centre for Disaster Protection, led by the United Kingdom, became fully operational in 2018, providing technical assistance, advice and analytics to help countries manage disaster risk. Panama established a partnership with the Humanitarian City of Dubai to contribute regional data to the Humanitarian

³ As of November 2019, 12 countries had completed validation, 1 was pending validation and 89 had reports in progress.

Logistics Databank, which supports preparedness and rapid response by tracking aid stocks and flows. Stakeholders also supported initiatives to improve DRR analysis and planning at national and local levels. El Salvador rolled out the Index for Risk Management (INFORM) to support the development of subnational risk indices. In Bangladesh, IMPACT produced maps of flood and landslide risks to inform DRR strategies in Cox's Bazar. The iMMAP-run Afghanistan Spatial Data Center provided analyses of flood, earthquake and snow risks for use in DRR planning. UNDP and the Government of the Maldives used drones to create 3D hazard maps for identifying high-risk areas, and the Thai Red Cross Society developed a mobile application for 3D crisis mapping of disasters and responses.

Scaling up the role of the private sector

The private sector continued to play a vital role in boosting global and local disaster preparedness and response capacities. In 2018, 7 of the 13 Connecting Business Initiative (CBI) member networks responded to a total of 15 crises. In the Philippines, private sector organizations pooled resources through the Philippines Disaster Resilience Foundation to create an Emergency Operations Center for monitoring threats and coordinating the private sector response. In the United States, the Conrad Hilton Foundation established the Southern California Resilience Initiative to identify innovative, viable solutions that will help build resilience to future heat and wildfire events. The UPS Foundation, in conjunction with the World Bank's Global Financing Facility, Merck for Mothers and the Bill & Melinda Gates Foundation, launched a new public-private partnership to leverage private sector expertise to improve medical supply chains in low- and middle-income countries. Private sector partners also invested in building the resilience of local businesses. CBI networks provided business continuity training to small- and medium-sized enterprises (SMEs); and the UPS Foundation created a 'Resilience in a Box' toolkit, which provides small businesses with disaster resilience assessment tools, checklists and a business continuity planning workbook. SMEs for Humanity created an online platform for knowledge exchange between SMEs and humanitarian organizations.

Investing in resilience and anticipating future risks

Investing in DRR and climate resilience

In line with efforts to accelerate progress towards the Sendai Framework for Disaster Risk Reduction, donors continued to channel financing for DRR around the world. Many did so multilaterally, funding UNDRR (formerly UNISDR), the World Bank-hosted Global Facility for Disaster Reduction and Recovery, and regional instruments such as the European Development Fund – which, in 2018, funded over 100 DRR and DRM projects in 50 countries in Africa, the Caribbean and the Pacific. Donors, including Germany, Luxembourg and Switzerland, prioritized the incorporation of disaster risk reduction considerations as part of humanitarian financing, and stakeholders such as Malteser International applied financial markers to track the mainstreaming of DRR into humanitarian projects.

Stakeholders invested heavily in climate change resilience and adaptation. Thailand approved a National Adaptation Plan, which it will begin implementing in 2019. New Zealand committed NZD 3.53 million in funding to create a new Pacific Climate Change Centre:⁴ a regional centre for training and applied research on climate change adaptation and DRR. Canada committed CAD 2.65 billion in climate finance (up until 2020-2021) to support developing countries in addressing the impacts of climate change, with a particular focus on enhancing the resilience of women. Norway supported the Global Framework for Climate Services Adaptation Programme in Africa to improve climate services in Malawi and Tanzania. Donor States also channelled funding through instruments such as the Global Environment Facility, the Green Climate Fund and the Least Developed Countries Fund.

Risk insurance and disaster risk financing

Stakeholders worked together to scale up insurance-based risk financing and provide support for global initiatives, including the G7 InsuResilience scheme and regional facilities in Africa, the Caribbean and South-East Europe⁵. Germany and the United Kingdom established

⁴ Officially opened in September 2019

⁵ Facilities include the Africa Disaster Risk Financing Facility, the Africa Risk Capacity, the Caribbean Risk Insurance Facility and the South Eastern Europe Catastrophe Risk Insurance Facility.

the Global Risk Financing Facility to subsidize the cost of risk insurance and provide grant funding to strengthen national preparedness and DRR systems; in 2018, it launched its first project in Mozambique. The Insurance Development Forum, a public-private partnership initiative led by the insurance industry, mobilized \$2 million from private sector partners, and began work in Pakistan and Sri Lanka. The EU-funded Africa Disaster Risk Financing initiative implemented activities in 20 sub-Saharan African countries, with a focus on developing national disaster risk financing strategies and building resilience to shocks, including through safety nets; it also supported disaster resilience projects in the 11 cities participating in the Open Cities Africa project. In addition, stakeholders continued to promote learning on disaster risk financing options: Thailand and the ASEAN Secretariat, for example, co-hosted an advanced course on sovereign disaster risk financing and insurance for government representatives.

Improving coherence and assessing interrelated risks

Recognizing the interrelated nature of risks, stakeholders took steps to improve the coherence of their approaches to humanitarian, disaster, climate and development work. Luxembourg

contributed to UNDP's 5-10-50 multi-partner initiative, which supports countries to deliver risk-informed sustainable development. Germany initiated a comprehensive risk management approach, combining DRM and climate change adaptation tools to guide future German Development Cooperation activities. Germany also provided €5 million to the Global Initiative on Disaster Risk Management to improve coherence across post-2015 agendas. Ireland completed Climate Risk Assessments for six of its focal countries, which were then used to guide strategy and programming decisions. Canada closely aligned its climate finance with its development priorities – for example, helping women farmers in Sri Lanka to access bank loans for climate resilient innovations. The Overseas Development Institute conducted research on the interrelationships between disasters and conflicts in fragile areas, and Germany began working with the Potsdam Institute on Climate Impact Research to assess the climate-related risks in sub-Saharan Africa under different climate change scenarios.

Challenges

Despite a long-standing recognition that DRR and preparedness save lives and livelihoods, and help reduce the cost of disaster response and recovery, global investment in reducing risk remains limited. Stakeholders lamented the lack of sustainable funding for preparedness efforts, noting that humanitarian resources were stretched thin by escalating needs, and that funding silos prevented greater access to development funding. They also noted that short- and medium-term humanitarian funding modalities were incompatible with the long-term reality of building resilience, particularly to the impacts of climate change. Overall, the lack of coordination and coherence between humanitarian, development, DRR, climate and peace actors was seen as a significant barrier to progress. Stakeholders also noted that many DRR efforts remain top-down – highlighting the

need for inclusive, community-based approaches – and that the exclusion of women, youth and marginalized groups continues to undermine the effectiveness of DRR and resilience strategies.

While 2017 saw important breakthroughs in early action – with the coordinated response to the threat of famine in four countries – stakeholders observed that, in 2018, the international community reverted to a more reactive model. Some saw the lack of localized, reliable predictive data as the greatest challenge to scaling up early action; others emphasized the need to reinforce emerging local, national and international capacities to trigger and implement responses. A few stakeholders noted the need for greater risk tolerance to encourage early action on a 'no regrets' basis.

Achieving the transformation

Although many stakeholders have embraced the need for a more anticipatory, preventative approach, translating commitments into tangible improvements for communities most at risk remains a significant challenge.

To progress this transformation, stakeholders should:

- **Continue to scale up early action through anticipatory financing:** Stakeholders should integrate early action into DRR and DRM policies and plans at local, national, regional and international levels. They should also continue to consolidate and share best practices, evidence and lessons learned. To further enable early action, affected States need to increase investments in DRR, climate change adaptation and preparedness. Donor States should support this by increasing financing through multilateral instruments that have a high tolerance to risk and uncertainty (and therefore able to provide anticipatory funding), and that are accessible to countries most at risk. Stakeholders should also increase multi-year and flexible funding to support community sector organizations and other groups working to build resilience at the local level.

- **Invest in data and analytics, particularly to support national statistics agencies:** Stakeholders should continue collaborations to improve data collection, analysis and modelling capacities at subnational, national, regional and global levels. Financial and technical support to improve national data-collection systems should also be a priority, to close critical gaps and support progress monitoring towards the Sendai Framework and other globally agreed targets.

- **Build resilience from the bottom up:** Strengthening capacities at regional, national and local levels is essential for building resilience. Stakeholders should design, implement and fund DRR and resilience programmes that strengthen local leadership, empower communities, and are inclusive of women and vulnerable groups.

Assessing progress



As States work to implement the Sendai Framework for Disaster Risk Reduction, reporting against the 38 indicators of the Sendai Framework Monitor⁶ will measure collective progress towards seven global targets as well as related aspects of the SDGs. The supporting national disaster loss databases will provide vital country-level evidence, and assist in determining regional and global trends in reducing disaster risk and losses. Emerging multi-stakeholder initiatives such as the Global Risk Assessment Framework and the Global Partnership for Disaster Statistics

will also help to assess progress at the global level. In addition, initiatives such as INFORM are gathering valuable data on vulnerability to hazards and coping capacities. Over time, this data can provide valuable insights into progress on capacity-strengthening and resilience-building at national and, in some cases, subnational levels.

⁶ For more details on the Sendai Framework Monitor, see: <https://www.preventionweb.net/sendai-framework/sendai-framework-monitor> and for data see: <https://sendaimonitor.unisdr.org>

Following the earthquake and tsunami that struck Sulawesi on 28 September 2018, Nurul (15) was evacuated by the Basarnas team at the Balaroa National Park, after almost 48 hours of being trapped in the rubble of her house and being submerged in water. Indonesia. UNICEF/Arimacs Wilander



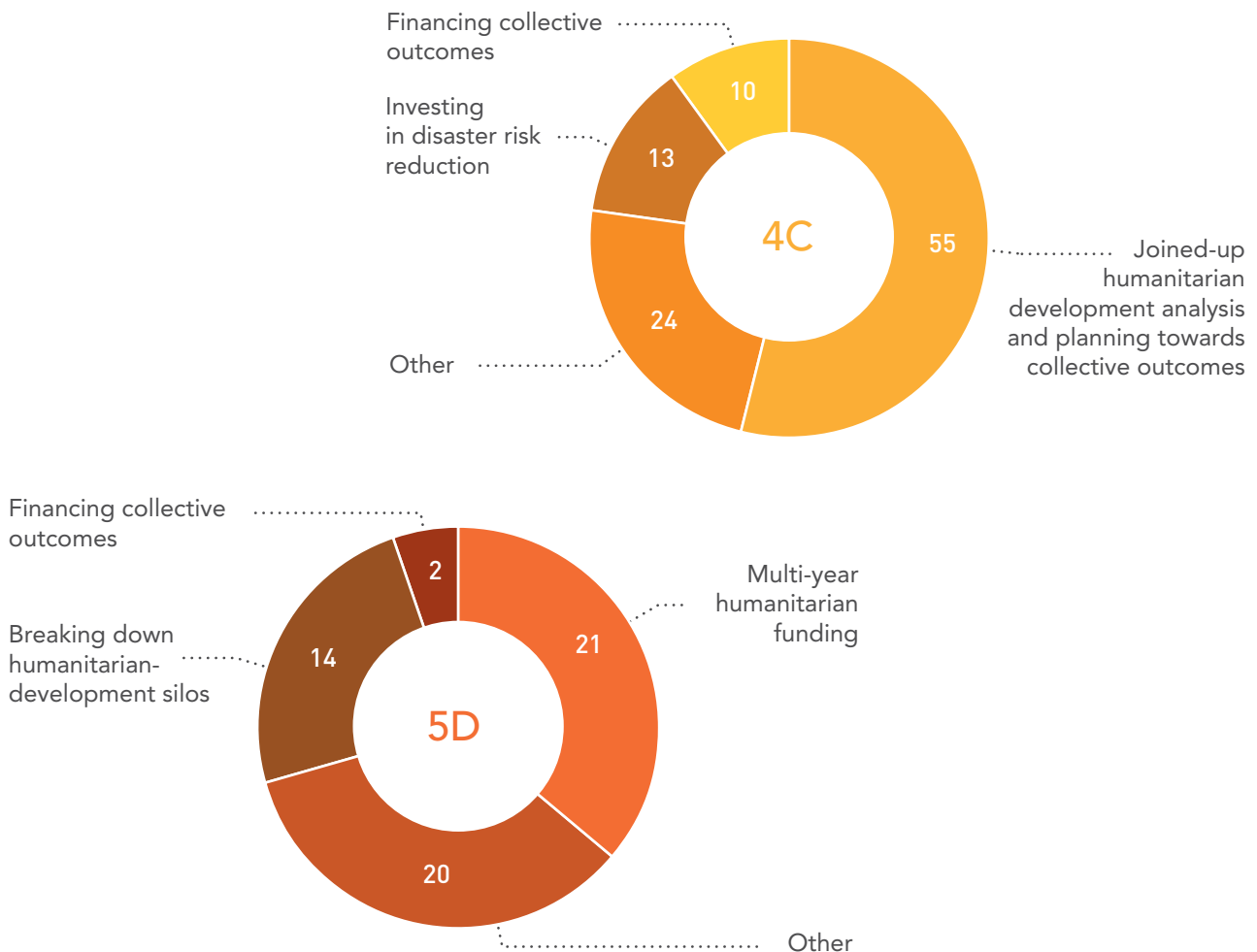
4C+5D: Transcending humanitarian - development divides and shifting from funding to financing

Against the backdrop of growing humanitarian needs and the increasingly protracted nature of crises, the World Humanitarian Summit re-energized efforts to bridge the humanitarian-development divide. The Agenda for Humanity called for humanitarian and development actors to work towards collective outcomes that reduce risk, vulnerability and humanitarian need in the long run, and to enable this shift with appropriate financial tools. In the subsequent years, peacebuilding has been added to the nexus, in line with the UN Secretary-General’s emphasis on preventing crises.

Progress in 2018

In 2018, 62 stakeholders reported on their achievements in transcending humanitarian-development divides under Transformation 4C, and 39 stakeholders reported on their efforts to instigate a paradigm shift in financing. The following is a combined analysis of progress across both transformations.

REPORTING BY SUBCATEGORY UNDER TRANSFORMATIONS 4C AND 5D



Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html



Due to water scarcity in Pulka, children walk long distances from the camps and the town to collect water from a nearby earth dam. Nigeria. OCHA/Yasmina Guerda

Advancing humanitarian-development-peace collaboration

Advancing policy on humanitarian-development-peace collaboration

In 2018, stakeholders further refined their policy and operational approaches to improve connectivity between humanitarian and development efforts and, importantly, broaden this interaction to include the peace pillar (the “three pillars”). During 2018, members of the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) developed recommendations for improving coordination, programming and financing across the three pillars – these were officially endorsed in February 2019 with an initial reporting time frame of five years. Meanwhile, stakeholders including Italy, Norway, Spain and IOM strengthened their humanitarian-development-peace collaboration policies and planning, while Portugal and Switzerland improved the internal coordination of their humanitarian and development engagement.

Learning from the operationalization of humanitarian-development collaboration

Stakeholders continued to operationalize humanitarian-development collaboration programming in a variety of contexts, generating experiences and lessons learned. The European

Union (EU) continued the implementation of its humanitarian-development approach in the six pilot countries identified in 2017 (Chad, Iraq, Myanmar, Nigeria, Sudan and Uganda), and Japan piloted humanitarian-development approaches in four countries in Africa and the Middle East. The UN Joint Steering Committee to Advance Humanitarian and Development Collaboration (JSC) began conducting a review of the New Way of Working (NWOW) in seven priority countries (Burkina Faso, Cameroon, Chad, Ethiopia, Niger, Nigeria and Somalia), and produced best practices and lessons learned for country implementation. OCHA and UNDP co-hosted a regional workshop on NWOW, which brought together more than 100 participants from 10 West and Central African countries to share experiences. IOM conducted a five-country case study looking at enabling factors and barriers to the operationalization of humanitarian-development-peace collaboration in Colombia, Mali, Nigeria, Somalia and Turkey. CARE International prepared humanitarian-development analyses and case studies of the Democratic Republic of the Congo, Jordan, Mozambique and Somalia. Stakeholders also conducted research to support specific areas of practice within humanitarian-development collaboration. As co-leads of the Inter-Agency Standing Committee (IASC) Humanitarian Financing Task Team, FAO, the Norwegian Refugee Council and UNDP initiated a study to document how collective outcomes are being financed at country level.

Defining, funding and operationalizing collective outcomes

Defining, planning and programming for collective outcomes

In 2018, stakeholders worked to further define country-level collective outcomes and engage humanitarian and development actors in joint planning and programming. UNDP and OCHA produced a base paper on the concept of collective outcomes for the JSC, to support key UN, NGO and OECD actors in reaching a consensus on collective outcomes in the field. This was further validated in a WFP-hosted IASC workshop in November 2018. WFP also supported joint national planning processes in Chad, Mauritania and Nigeria that brought together humanitarian, development and peace actors to identify national priority Sustainable Development Goals (top-level collective outcomes). WHO and UNDP, as co-chairs of the IASC Humanitarian-Development Collaboration (now IASC Results Group 4 on Humanitarian-Development Collaboration), co-organized two regional workshops in Senegal and Uganda to help define collective outcomes at country level. UNHCR and its partners reported the positive impacts of identifying and delivering collective outcomes at field level in Chad, Mauritania, the Sahel and Ukraine: operations were able to transcend silos and capitalize on comparative advantages.

Strengthening joint assessments and analysis

In 2018, stakeholders worked to improve capacities for joint analysis, a key enabler of collective outcomes. FAO worked with national and regional bodies to strengthen their capacities for food security and nutrition analysis across the three pillars. The Global Clusters, with funding from the EU, worked to enhance their capacity for joint needs analysis and priority setting as part of the Humanitarian Needs Overviews,⁷ testing approaches in the Central African Republic, Mali and Nigeria. The UN Development Coordination Office, OHCHR and UNDP organized a regional dialogue for Resident Coordinators in Asia and the Pacific on modalities for integrating political and human rights analysis into joint humanitarian and development analysis and planning. In addition to these collaborative efforts, stakeholders strengthened their internal analytical capacities. The United Kingdom introduced a new Country Development Diagnostics tool

to harmonize internal analysis and inform its engagement in country-level joint planning processes. In north-east Nigeria and Somalia, Mercy Corps brought its humanitarian and development teams together to analyse market, conflict and environmental systems.

Stakeholders also worked to strengthen joined-up data collection and published joint analysis to inform planning. The EU, FAO, WFP and other partners published the annual Global Report on Food Crises: an evidence base for joint humanitarian and development food security planning in 51 countries. WHO expanded its package of public health information services and tools to feed into joint needs assessments. IOM produced guidance on using data from its Displacement Tracking Matrix (DTM) for joint assessments and planning, and developed indicators to improve the applicability of DTM data for development, stabilization and peacebuilding actors. Evidence Aid provided training courses focused on generating and using robust evidence in complex humanitarian interventions. The Humanitarian OpenStreetMap Team used community-generated data to fill gaps, for example, mapping refugee settlements in East Africa, and made this available to humanitarian and development actors through existing platforms such as the Humanitarian Data Exchange.

Multi-year funding and reducing earmarking

Donors continued to provide multi-year funding for programming that bridged the three pillars.⁸ For some donors, this was their preferred modality: in 2018, the United Kingdom provided 90 per cent of its humanitarian funding through multi-year agreements, and Belgium, 72 per cent. In addition, Canada, Denmark, the EU, Finland, Germany, Ireland and Norway all reported increasing the proportion or amount of funding they provided through multi-year agreements. To

⁷ Clusters are groups of humanitarian organizations, both UN and non-UN, in each of the main sectors of humanitarian action – for example, water, health and logistics. Humanitarian Needs Overviews support the Humanitarian Country Team in developing a shared understanding of the impact and evolution of a crisis, and inform response planning. For more information on clusters, humanitarian needs overviews and other aspects of the humanitarian programme cycle, see <https://www.humanitarianresponse.info>.

⁸ For a more in-depth discussion on multi-year funding, cost efficiencies and harmonized reporting, see section 5E and external reporting on the Grand Bargain.



Senegal and 5 other countries in the Sahel have been affected by acute drought. The number of children suffering from malnutrition increased by 50 per cent and was expected to reach 1.6 million by the end of 2018. Senegal. OCHA/Eve Sabbagh

capitalize on this, new initiatives were established to mobilize and consolidate multi-year funding. UNHCR launched the Solution Capital Initiative, a donor pact to catalyse the implementation of multi-year, multi-partner (MYMP) strategies in five countries experiencing influxes of refugees and asylum seekers (Costa Rica, Ecuador, Ghana, Kenya and Malawi); it also updated its MYMP systems based on a review of 22 operations. UNFPA launched a Humanitarian Action Thematic Fund to step up flexible, multi-year funding for sexual and reproductive health in crises. While much of the multi-year funding was for a period of two years, some stakeholders made longer-term commitments. Norway signed its first multi-year funding agreement with the Central Emergency Response Fund: NOK 1.68 billion over four years. Ireland committed to supporting UNFPA, UNHCR, UNICEF and WFP in Tanzania over a

four-year period (2018-2021), allowing for better planning of health care interventions for refugees and local communities. The United Kingdom continued to provide multi-year core funding for UN humanitarian and development agencies, with flexible funding over four years; 30 per cent of this funding is performance-based, dependent on the collective delivery of reforms.

Several donors increased the flexibility of their funding by reducing earmarking. Sweden reported that 55.8 per cent of its humanitarian funding was unearmarked, and for Belgium, 53 per cent. Finland, Germany, Luxembourg, Norway, the Netherlands, Sweden and Switzerland all reported increases in flexible funding for 2018. Nonetheless, stakeholders including FAO, UNHCR and WFP reported declines in the overall proportion of unearmarked funding received from donors.

Challenges

While humanitarian and development actors share the same collective goal—assisting those in need—there continue to be considerable differences in objectives, approaches, mechanisms and timelines. The deeply embedded nature of these silos means that three years since the WHS, work to develop coherent and complementary approaches is still in its early stages. Many stakeholders, particularly donor governments, have come up against strict limits set by internal regulations and structures, notably around flexible and multi-year funding. As one donor commented, “these structures will set natural limits to how far work promoting [humanitarian-development-peace collaboration] goes”. Donors also encountered internal resistance to the perceived loss of control and increased exposure to fiduciary risk; several highlighted the difficulties in providing accountability to taxpayers over unearmarked funds, calling for improved reporting and stronger evidence of results to help justify further increases.

At field level, stakeholders reported a lack of practical guidance on how to implement commitments to work across the humanitarian and development pillars. They noted that

efforts were often limited to sharing information and experiences, and that while increased coordination was generally beneficial, it did not automatically lead to more coherent or complementary approaches. Stakeholders also emphasized the need for greater national, subnational and local leadership in processes to define collective outcomes, while noting the importance of maintaining a principled stance in complex contexts. A significant barrier to defining collective outcomes was the absence of shared analytical frameworks and approaches between humanitarian and development actors, and a reluctance to share data – whether due to institutional constraints or data protection concerns. In many protracted crises, this was compounded by the chronic lack of publicly available quality data upon which to base shared assessments of needs, gaps and vulnerabilities. Stakeholders also found moving from an activity-focused way of working to an outcome-focused approach a real challenge, noting that humanitarian funding, planning and reporting mechanisms are still largely oriented towards short-term deliverables.

A livestock feed distribution, funded by the Central Emergency Response Fund (CERF), aims to build people’s resilience by preventing the acute food and nutrition crisis from worsening. Burkina Faso. OCHA/Eve Sabbagh



Achieving the transformation

Three years of country experiences have provided some valuable lessons on defining and operationalizing collective outcomes. These include:

- **Ensure decisive leadership and strong support capacity:** Successful humanitarian-development collaboration requires strong leadership at country level, from governments, UN Resident Coordinators/Humanitarian Coordinators (RC/HC) and other heads of collaborating organizations such as donors, international financial institutions, NGOs and community sector organizations. Stakeholders should ensure that dedicated capacity is provided, particularly within the Resident Coordinator's Office, to support the effective articulation and operationalization of collective outcomes.

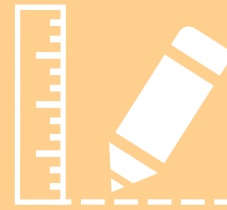
- **Connect existing country-level analysis to establish priorities:** Often, country-level analysis and data relating to risk, vulnerability and need already exist but are not organized in a single, accessible location. Under the leadership of the RC/HC, stakeholders should use shared tools and collate existing analyses to develop a common understanding of priority issues and vulnerabilities that require collective action.

- **Define and operationalize collective outcomes, and monitor progress:** Collective outcomes should be as specific and measurable as possible, with baselines, targets, indicators and time frames, and be supported by clear accountability frameworks and progress monitoring. These should form the basis for joint planning of activities, programmes and

interventions within respective frameworks and processes, including Humanitarian Response Plans and UN Development Assistance Frameworks. RC/HCs, governments and senior representatives of key stakeholders should validate the proposed collective outcomes as widely as possible, including at subnational level, to create broad buy-in and alignment with existing processes.

- **Strategically align resources and financing:** Resourcing collective outcomes does not require new financing tools or instruments, nor the merging of funds. Rather, it involves aligning existing sources of humanitarian, development and peacebuilding funding in a more strategic manner. Best practice has shown that developing a financing strategy can help provide an overview of funding and financing streams, project funding over an adequate time frame, and serve as a communication tool between stakeholders. At country level, governments, RC/HCs, donors and key implementing agencies should work together to identify the most appropriate financing sources for implementing activities and programmes, and ensure these extend over the entire period needed to achieve collective outcomes, anticipating any potential funding gaps. Donors should support country-level efforts by providing multi-year financing and exploring ways of increasing the flexibility of funding provided.

Assessing progress



Global trends in the number of people in need of urgent humanitarian assistance are an important indicator of collective progress in reducing humanitarian need. However, assessing progress in reducing risk and vulnerability is more complex due to the multidimensional nature of fragility. Reflecting this, the OECD's biennial States of Fragility report combines more than 40 indicators for analysing risk and coping capacities; it uses five main dimensions (societal, political, environmental, economic and security) and ranks the severity of fragility in each. The resulting analysis provides an important indication of global trends as well as insight into how crises in specific countries are evolving. The report, in combination with the newly launched States of Fragility online platform,⁹ will provide an evidence-based perspective on what makes contexts fragile and how the international community can respond. Progress assessments against key SDGs – including Goal 2: Zero Hunger; Goal 3: Good Health and Well-being; Goal 4: Quality Education; Goal 5: Gender Equality; and Goal 6: Clean Water and Sanitation – will also provide important indications of improvements in key areas known to reduce humanitarian need and vulnerability.

At country level, defining collective outcomes with clear baselines, targets, indicators and time frames provides a powerful framework for assessing collective progress in reducing need, risk and vulnerability. Experience has shown that these frameworks do not necessarily need new indicators; these could be aligned with existing

global monitoring processes, including the indicator frameworks of relevant SDGs, or the forthcoming indicators for measuring progress against the Global Compact for Refugees. The JSC's review of seven priority countries provides a valuable methodology that can be used to guide implementation and assess collective progress.

In terms of financing collective outcomes, there is currently no data on the total volume of multi-year funding for humanitarian assistance. To enable this, shared definitions and classifications of multi-year funding would first need to be clarified; these can then be used to develop consistent and comparable data, for example, through the use of funding markers. In the meantime, global Official Development Assistance data on the flow of humanitarian and development financing to protracted crises, and reporting against the new OECD-DAC recommendations will provide some indications of how financing is being delivered across the three pillars; the annual Financing the UN Development Systems reports will also provide insights into funding patterns across humanitarian and development activities.

⁹ The States of Fragility online platform is available here: <https://oe.cd/states-of-fragility-platform>.

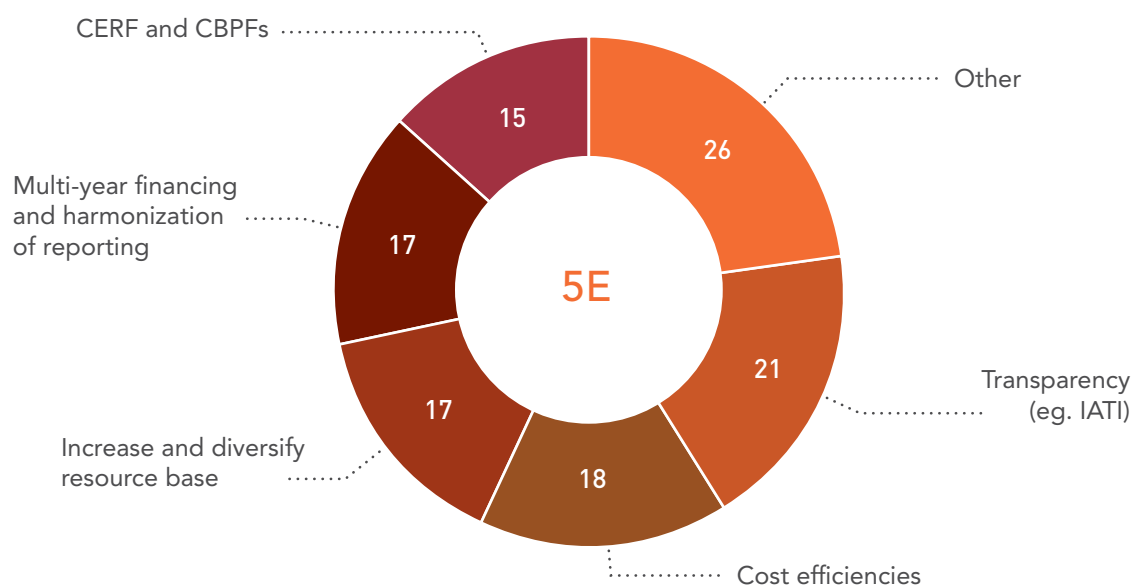
5E: Diversify resources and increase efficiency

With the humanitarian funding gap growing each year, the Agenda for Humanity called for action to mobilize new resources and to ensure that existing resources are spent as efficiently as possible. Since the World Humanitarian Summit (WHS), commitments to improve the efficiency and transparency of humanitarian financing have been driven by initiatives such as the Grand Bargain, the Good Humanitarian Donorship Initiative, the International Aid Transparency Initiative (IATI) and the Core Humanitarian Standard (CHS).

Progress in 2018

Fifty-nine stakeholders reported against Transformation 5E – half of all stakeholders who reported in 2018.

REPORTING BY SUBCATEGORY UNDER TRANSFORMATION 5E



Source: https://www.agendaforhumanity.org/agendaforhumanity_viz/index.html

Cost efficiencies

Stakeholders took a range of measures to make their operations more cost-efficient. Several organizations, including the Al Khair Foundation and Catholic Relief Services, increased cost efficiencies by scaling up local procurement, and United Nations entities achieved efficiency gains through joint procurement and shared supply chains. Some organizations achieved internal cost savings – for instance, by updating technologies, adopting new information management systems, or introducing tools to improve the ease of financial tracking and reporting. Humentum worked as part of a team of private accounting specialists to design and pilot a new approach to verifying indirect costs (as a means of improving efficiencies) for a group of leading US foundations. The International Rescue Committee developed a Systematic Cost Analysis tool, and is currently working with Mercy Corps and Save the Children to adapt it for industry-wide application. Stakeholders also invested in new technologies or adopted new operational modalities. Some of these measures, including cash-based assistance, collaborative delivery platforms for cash transfers, multi-year and flexible funding, pooled funds, and preparedness and early action, are covered in sections 4A+5A, 4B+5B and 4C+5D of this chapter.

A number of donors¹⁰ participated in a three-country (Iraq, Myanmar and Somalia) pilot of a harmonized reporting format under the Grand Bargain. The common reporting format (the '8+3 template') is intended to alleviate the reporting burden for partners, freeing up valuable staff time and reducing inefficiencies. Non-governmental organizations (NGOs) such as Humentum and

the Norwegian Refugee Council advocated for a harmonized approach to donor budgeting, cost efficiencies and financial reporting. InterAction, through its role in the Grand Bargain facilitation group, worked to improve cost efficiencies between donors and aid recipients, and facilitated dialogue between its members and UN agencies on ways to improve cost efficiencies within partnerships.

Stakeholders also continued to seek out innovations to improve the efficiency and effectiveness of humanitarian response. Belgium launched a €20 million initiative to support 12 technology projects that have the potential to enhance humanitarian interventions – such as the use of drones, blockchain technology and 3D printing. Norway established a dedicated humanitarian innovation platform (HIP Norway), committing NOK 30 million annually over three years; during 2018, the platform focused on developing tools to boost innovation within humanitarian action.

¹⁰ Italy, Japan, Sweden and Switzerland reported their participation through their Agenda for Humanity self-reports. Overall, 9 bilateral donors, 4 United Nations agencies, and 24 partners declared their willingness to test the 8+3 template and join the pilot. To find out more, see *Harmonizing Reporting Pilot – Final Review* (https://interagencystandingcommittee.org/system/files/harmonizing_reporting_pilot_final_review.pdf).

Improving transparency

In 2018, stakeholders continued to enhance their transparency, spurred by commitments made at the WHS and to the Grand Bargain. A progress update by Development Initiatives (from January 2019), found that, of the 47 Grand Bargain signatories who published data with the IATI, 43 included data on their humanitarian activities¹¹ – an increase from previous years in terms of the number of both reporting signatories and those who included humanitarian data. UNDP enhanced its IATI data set with a humanitarian marker, and Oxfam International included a more detailed breakdown of organization types, for instance, specifically identifying women's rights organizations in their data sets. Sweden and Save the Children worked to enable interoperability between IATI and OCHA's Financial Tracking Service (FTS). World Vision became an IATI member in 2018, with plans to include all privately funded programming in its IATI publishing in 2019. Stakeholders also took other measures to increase their transparency. For example, WFP launched a donor information portal, where donors and other stakeholders can monitor their programmes and financial performance against defined outcome targets; and the Netherlands supported open data initiatives, such as the Centre for Humanitarian Data in the Hague.

Increasing and diversifying the resource base

As in previous years, many Member States increased their funding of humanitarian action – either in absolute or proportional terms. Donors continued to support the UN Central Emergency Response Fund (CERF) and Country Based Pooled Funds (CBPFs). In 2018, CERF received and disbursed record levels of funding: securing

\$558.6 million from donors and dispensing \$500.5 million to support humanitarian action in 48 countries and territories. The 17 CBPFs that were active in 2018 received \$957 million and allocated more than \$792 million to 661 partners in 17 countries.

In 2018, stakeholders also sought to diversify the resource base for humanitarian action through partnerships and innovative financing mechanisms. UNFPA and UNICEF pursued partnerships with philanthropic foundations and explored public-private partnerships, including the use of blended financing instruments such as insurance and guarantees. The International Council of Voluntary Agencies (ICVA) partnered with Mercy Malaysia to host a two-day learning lab on Islamic social financing, and UNICEF and the Islamic Development Bank worked on co-creating an innovative funding modality to leverage Islamic finance for humanitarian-development collaboration programmes. Belgium, Switzerland and the United Kingdom supported the Humanitarian Impact Bonds of the International Committee of the Red Cross, an innovative approach to securing additional resources for humanitarian action. The European Union continued to seek out partnerships with non-traditional donors to develop additional sources of humanitarian funding.

¹¹ Data as of 2 January 2019 (<http://devinit.org/wp-content/uploads/2019/03/Grand-Bargain-progress-update.pdf>); as of 1 July 2019, the Grand Bargain had 61 signatories in total.

Challenges

Since the WHS, many donors and humanitarian organizations have taken steps to increase their operational efficiencies and make limited resources go further. In some areas, the adoption of new technologies or investments in shared systems have reduced operating costs and improved efficiencies, for instance, through the delivery of large-scale cash transfer programmes. However, in other areas, fragmented efforts and competing priorities are limiting progress and potential efficiency gains. Although there has been an increase in the uptake of the 8+3 reporting template, there is, as yet, no system-wide shift to reduce and simplify donor reporting requirements. In fact, many implementing organizations felt that their reporting burden had actually increased since the WHS, which they attributed to a combination of trends including heightened risk aversion, more stringent counter-terrorism laws and concerns about corruption.

Stakeholders also noted the trade-offs between different commitments. For example, reporting to international standards, such as the CHS and IATI, requires a significant investment in time and resources, resulting in higher overhead costs, and generating push-back by some stakeholders.

Similarly, if additional reporting requirements are placed on flexible funding or multipurpose cash, these may outweigh the efficiency gains. In addition, smaller organizations and local partners may not have the expertise, resources or time to meet such requirements. Stakeholders also reported the difficulties in analysing costs and measuring efficiency, which is, in itself, a time- and resource-intensive process, particularly for organizations with large numbers of members and affiliates.

In terms of expanding the resource base for humanitarian action, progress remains extremely limited. As the level of humanitarian need continues to outpace available resources, stakeholders noted the urgency of mobilizing additional funding, managing and financing according to risk, and leveraging development-based financing to address the underlying causes of vulnerability in protracted crises.

The Syria Humanitarian Fund provides cash assistance to 49,000 vulnerable Palestinians, affected by the Syria crisis. "It's hard to get by, our means are limited and the cost of living is high", says Adel (78). Him and his family have been displaced multiple times in past years, due to fighting. Syria (May 2019). OCHA/Halldorsson



Achieving the transformation

Three years after the WHS, many incremental gains have been achieved. However, realizing the original scope and ambition of this transformation will take many years and require continuous dialogue, coalition-building and advocacy.

To improve cost efficiency and transparency, stakeholders should consider the following practical measures, consistent with the Grand Bargain:

- **Continue to explore gains from new technologies and tools:**

Stakeholders should continue to adopt new technologies that generate cost efficiencies, both in terms of delivering assistance, and managing information, financial data and reporting. Donors who require partners to report to platforms such as IATI should consider supporting investment in appropriate systems and tools, particularly for smaller organizations and local NGOs, to ease the burden of reporting and publishing.

- **Invest in common systems and platforms:**

Shared platforms—such as for procurement and partner management—have proven efficiency gains. Stakeholders should continue to explore opportunities to develop common systems and platforms, including for the delivery of large-scale cash transfer programmes.

- **Harmonize donor approaches and reduce the burden of compliance:**

Donors should continue to work towards the adoption of harmonized approaches to narrative and financial reporting, in line with Grand Bargain commitments, and investigate options for further harmonization in other key areas, including funding applications. Donors should also continue to work towards reducing the burden of reporting and compliance.

To increase and diversify the resource base, stakeholders should consider the following:

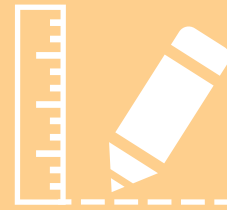
- **Continue to broaden partnerships and seek innovative financing strategies:**

Stakeholders should step up efforts to broaden the engagement of new partners in humanitarian action, and continue to leverage the expertise of financial actors, technology developers and other non-traditional partners in order to mobilize new resources and financing strategies, and develop further cost efficiencies.

- **Mobilize resources for a \$1 billion CERF:**

In line with General Assembly Resolution A/RES/71/127 (2016), Member States and other stakeholders should continue efforts to build a \$1 billion fund to enable rapid responses to crises and support underfunded emergencies.

Assessing progress



Measuring efficiency is complex and fraught with challenges, not least because of the need to combine it with assessments of the quality and effectiveness of assistance, the opinions and preferences of affected people, and an analysis of externalities and context. Currently, any systematic analysis of cost efficiency is limited by a lack of common definitions – including around what constitutes ‘value for money’ – and by the complex and highly varied nature of humanitarian contexts. In addition, efficiency gains in one area may be offset by efficiency losses in others. As a result, it is currently not possible to assess whether the sum of individual actions has resulted in collective cost efficiencies.

The Grand Bargain – with its overarching aim of improving the efficiency and effectiveness of humanitarian action – will continue to bring diverse stakeholders together to discuss these issues, and encourage reporting on cost savings and efficiencies. Increased transparency on the part of all stakeholders will also be critical in assessing cost efficiency gains. In the coming years, improved financial reporting under the OECD-DAC humanitarian-development-peace recommendations may provide more data; the increasing use of the IATI standard for reporting may also provide insights – although it is still in its early stages.

While ostensibly more straightforward, assessing progress on diversifying the resource base for humanitarian action is also currently not possible. Despite the growing rhetoric around engaging the private sector to fund and support humanitarian response, private sector contributions to humanitarian action are not systematically tracked. Few private donors voluntarily report to OCHA’s FTS and the platform does not currently allow humanitarian organizations to distinguish funding received from private sources. A 2019 analysis by Development Initiatives, the *Global Humanitarian Assistance Report*, estimated private donations at \$6.6 billion for 2018, based on data from FTS, the OECD’s Creditor Reporting System data set for Private Philanthropy for Development, and manual reporting from stakeholders. This annual report will continue to provide a methodology for quantifying private contributions to humanitarian aid. More generally, increased tracking and reporting on private contributions will help to provide an indicator of diversification in the humanitarian resource base in the coming years.

GLOSSARY

United Nation entities featured in this report

This list is not comprehensive, it includes the names of all United Nations Secretariat departments and offices as well as United Nations agencies, funds and programmes featured in this report.

For a full list of entities in the United Nations System, please refer to https://www.un.org/en/pdfs/un_system_chart.pdf

UN Secretariat

DCO Development Coordination Office

DESA Department of Economic and Social Affairs

DOS Department of Operational Support

DPO Department of Peace Operations

DPPA Department of Political and Peacebuilding Affairs

OCHA Office for the Coordination of Humanitarian Affairs

OCT Office of Counter-Terrorism

ODA Office for Disarmament Affairs

OHCHR Office of the United Nations High Commissioner for Human Rights

SRSB/CAAC Office of the Special Representative of the Secretary-General for Children and Armed Conflict

SRSB/SVC Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict

SRSB/VAC Office of the Special Representative of the Secretary-General on Violence Against Children

UNDRR United Nations Office for Disaster Risk Reduction

UNODC United Nations Office on Drugs and Crime

Specialized agencies

FAO Food and Agriculture Organization of the United Nations

IFAD International Fund for Agricultural Development

ILO International Labour Organization

IMF International Monetary Fund

ITU International Telecommunication Union

UNESCO United Nations Educational, Scientific and Cultural Organization

UNIDO United Nations Industrial Development Organization

WHO World Health Organization

WMO World Meteorological Organization

World Bank Group

Related Organizations

ICC International Criminal Court

IOM International Organization for Migration

WTO World Trade Organization



**AGENDA
FOR HUMANITY**
5 CORE RESPONSIBILITIES
24 TRANSFORMATIONS

